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# CONSOLIDATION OF SCHOOL DISTRICTS

Bulletin No. 17

REPORT OF A SUB-COMMITTEE OF THE COMMITTEE OF  
FIFTEEN APPOINTED BY THE STATE SUPERINTENDENT  
OF SCHOOLS TO INVESTIGATE CONDITIONS IN THE  
RURAL SCHOOLS OF WISCONSIN.

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Prepared by

PRES. F. A. COTTON, PROF. M. V. O'SHEA, INSPECTOR W. E. LARSON

ISSUED BY

C. P. CARY, *State Superintendent.*



MADISON, WIS.  
DEMOCRAT PRINTING CO., STATE PRINTER  
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This bulletin on consolidation of schools was prepared by a sub-committee of the Committee of Fifteen appointed by the state superintendent of public instruction about a year and a half ago. The purpose of this committee was to investigate independently the educational situation in Wisconsin, particularly the conditions existing in country districts, and to report to the state superintendent, and perhaps to the legislature, changes that were regarded as desirable. Pres. F. A. Cotton of the La Crosse Normal School, Prof. M. V. O'Shea of the state university, and Inspector W. E. Larson of the state department, constitute the membership of this sub-committee.

This bulletin, which I take great pleasure in publishing and distributing, is an excellent piece of work performed by the gentlemen just named solely as the result of their deep interest in the welfare and progress of country schools.

C. P. CARY,

*State Superintendent.*

The Committee acknowledges its indebtedness to the following persons who have kindly loaned the cuts that are used in the bulletin:

Supt. J. C. Brockert, Supt. Oscar Mattson, Supt. C. W. Meisnest; Supt. O. J. Kern, Rockford; Supt. Vergil Hinshaw, Selma, Indiana; Door County Democrat; Supt. Helen Martin; Inspector S. A. Challman of Minnesota; Supt. Jessie N. Smith.

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## PREFACE.

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It is a matter of common knowledge that there is dissatisfaction in every section of our country with the work of the typical district school. It is also well known that there has been but slight progress made in either the curriculum or the methods of teaching in the small rural school during the last quarter of a century. This has been due, without doubt, to the disadvantages under which the district school has labored. The typical city school everywhere in America has followed the plan of placing a large number of pupils in one building. They can then be grouped according to their stage of development; and pupils who have substantially the same needs can be taught together by one teacher, who can become more or less of a specialist in the particular work which she is required to do. Any person who is compelled to teach pupils ranging from the kindergarten to the high school cannot become efficient in any department of the work; and this is the chief difficulty with the old-style district school.

The graded city school has normally in most places been provided with an equipment essential for good modern teaching, which is impossible in many ungraded rural schools. The graded school is able usually to secure comfortable and hygienic conditions for pupils, which is rarely the case with the district school. Most important of all, the city school is able as a rule to attract teachers who have made considerable preparation—academic and professional—for their work, and who possess personal qualities necessary for effective teaching; but the district school is in many cases probably not as well off in this respect now as it was twenty-five years ago.

The isolated district school with only a very few pupils cannot meet the requirements of modern education. It is useless to expect that with a school of ten or fifteen pupils, often fewer, rang-

ing in age from five to twenty years, and with a very slender equipment in books, apparatus, etc., a teacher who has had but meager training can accomplish work in accordance with present-day standards. It is for this reason that men who have studied rural education are urging consolidation of district schools as the first and chief requirement in the betterment of the country school. This bulletin, is designed to show what consolidation means, why it is desirable, and how it can be accomplished under typical conditions existing in various sections of the state. It has been the aim to treat the subjects of consolidation in a simple, concrete, and practical way, so that a person who is not familiar with the matter may get a correct notion of the purposes of consolidating schools, and also what has been accomplished thus far in this state and in other states, what the proven advantages of consolidation are, and how any community may proceed to secure a consolidated school.

Anyone who will glance through the following pages will see that consolidation has already passed the experimental stage. It has been tried out to a greater or less extent in most of the states of the country, as is shown in the proper place in this bulletin; and there is no case on record of any community returning to the district school plan when consolidation has once been put into complete operation.

An attempt is made herein to answer, so far as can be done, every question a man interested in consolidation might ask, especially if he were in doubt about the wisdom of trying it. It is not too much to say that anyone who is interested in the improvement of social conditions in this state, whether he lives in the city or in the country, could profitably spend a little time in examining this bulletin, if he is not acquainted with what is being done and what ought to be done in the matter of abandoning the isolated district school, and establishing in its stead a modern, properly equipped, hygienic, and up-to-date central school.

M. V. O'SHEA.

# CONSOLIDATION OF SCHOOL DISTRICTS.

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## CHAPTER I.

### WHAT IS CONSOLIDATION?

*By consolidation of schools is meant the uniting of two or more schools into one.* In order that this may be understood in its various applications, the following concrete illustrations are given.

TWO OR MORE DISTRICTS MAY BE UNITED AND THE CONSOLIDATED DISTRICT MAY STILL HAVE A ONE-ROOM SCHOOL.

In Adams county, Wisconsin, there were two districts known as No. 8 and No. 9, in the town of Jackson. District No. 8 was a small district having an old schoolhouse which was unfit for school purposes. District No. 9 was a much larger district, and had a higher assessed valuation. The town board met in April, 1911 and united these two districts into one. The new district is now known as No. 9. The old schoolhouse in No. 9 was moved to the new town of Brooks, which has sprung up as a result of the new railroad. The school is a one-room school now having an enrollment of twenty-three pupils, but the town is growing rapidly, and they hope to have a two-room school in a few years.

The following extract from an address given by County Superintendent J. C. Brockert of Grant county, at the Second Wisconsin Country Life Conference, February, 1912, gives another example of this form of consolidation.

“An illustration of the consolidation of two rural school districts is found in the township of South Lancaster, District No. 1. (See Fig. 1.) After two special meetings, one in each district, the patrons voted four to one to petition the town



FIGURE 1.—SCHOOL HOUSE IN DISTRICT NO. 1, SOUTH LANCASTER, GRANT COUNTY.

(Consolidation of Districts No. 6 and 16.)

board to unite the two districts. A modern rural school building was erected at a cost of about \$1,500.

The following table gives the cost of maintaining this school before and after consolidation.

REDUCED COST AND IMPROVED EQUIPMENT FROM CONSOLIDATION

BEFORE CONSOLIDATION				AFTER CONSOLIDATION		
Two districts		Two teachers				
Year	District	Teachers' salaries	Total expense	Year	Teachers' salaries	Total expense
1906.....	6	\$220	\$252	1909.....	\$310	\$546 <sup>a</sup>
	16	212	245			
1907.....	6	236	267	1910.....	320	497
	16	220	238			
1908.....	6	255	287	1911.....	332	391
	16	240	273			
Totals for three years.		\$1,383	\$1,562		\$962	\$1,434 <sup>b</sup>

<sup>a</sup> Includes \$100 for heating plant.

<sup>b</sup> Cost of new building is not included.



I wish to call attention to the difference in the total amount paid in teachers' salaries for 1906, 1907, and 1908, and the total amount paid out during that same period. Compare this difference, which is \$179, with the difference between \$962 paid out for teachers' salaries and \$1,434, the total amount paid out in the three years 1909, 1910, and 1911. We have: 179: 472: no equipment: good equipment."

A DISTRICT MAY BE DISSOLVED AND THE TERRITORY DIVIDED AMONG NEIGHBORING DISTRICTS.

District No. 2, town of Egg Harbor, Door county, had a small enrollment. This district was small, and was divided by the town board among three neighboring districts, Nos. 1, 4 and 3.

TWO (OR MORE) DISTRICTS MAY BE UNITED AND THE CONSOLIDATED DISTRICT MAY HAVE A SUFFICIENT NUMBER OF CHILDREN TO MAINTAIN A STATE GRADED SCHOOL. A TWO-DEPARTMENT SCHOOL RECEIVES A SPECIAL STATE AID OF \$200 ANNUALLY, AND A SCHOOL OF THREE OR MORE DEPARTMENTS RECEIVES \$300.

The following extract from Mr. Brockert's address, previously mentioned, gives an example of this form of consolidation:

"Another illustration of consolidation is found in the township of Beetown. Two adjoining districts with school houses about one mile apart (See Figures 2 and 3) were united and we have as a result a district with an assessed valuation of nearly half a million dollars; a district with an up-to-date consolidated school building of three rooms (See Figure 4). It is a school of two departments with room for a third department when the time comes to use it.

The people of this community can point with pride to their educational center. It is a school that good teachers seek and where good teachers are employed. In this day of vocational training, consolidation, and transportation, think of the advantage this district or even township has with which to start a special course in agriculture, or manual training, or domestic science."

Dist. No. 1 and Dist. No. 4 of the Town of Brussels, Door county were consolidated, the resulting district being known as No. 1. The new building which has been erected by the consolidated district is a modern structure containing three rooms.

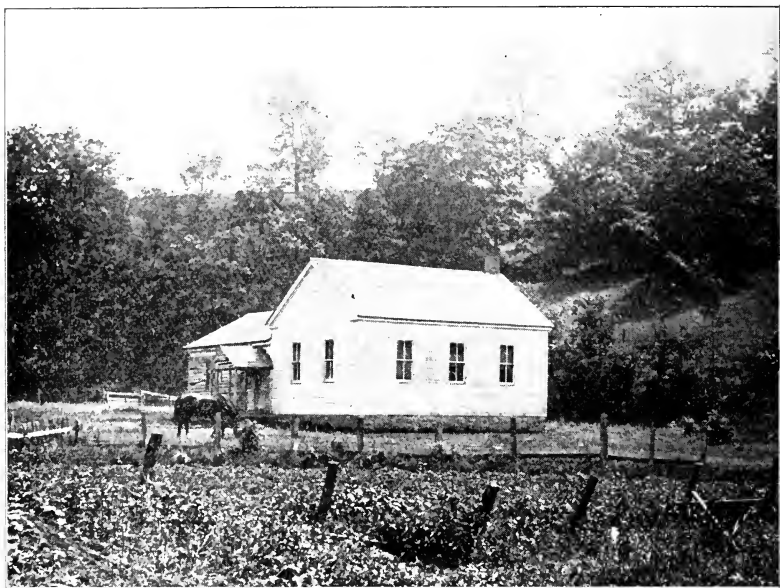


FIGURE 2.—UPPER SCHOOL, BEETOWN (ABANDONED)



FIGURE 3. LOWER SCHOOL, BEETOWN (ABANDONED)

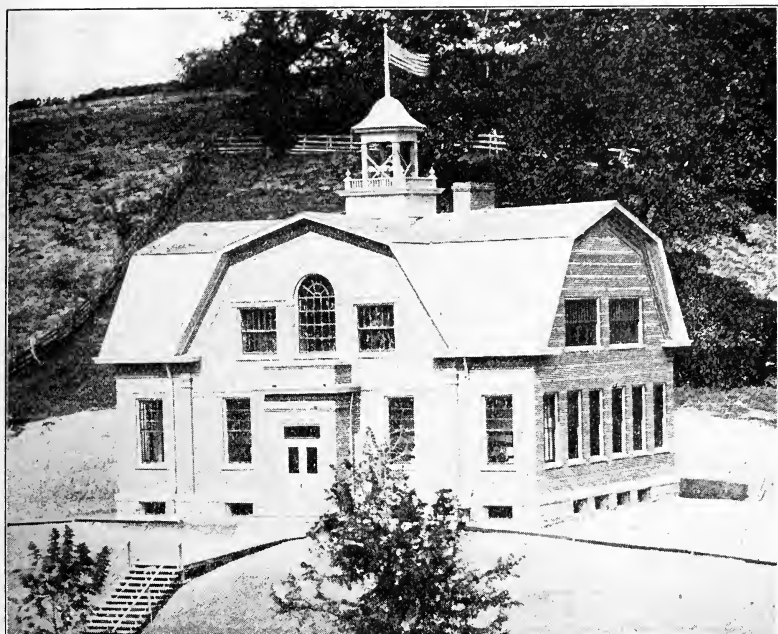


FIGURE 4.—UPPER AND LOWER SCHOOLS, BEETOWN, CONSOLIDATED

By uniting two adjoining districts a \$5,000 building was erected, providing for the health of the children and effectiveness of the teaching.

At present the district is maintaining a state graded school of the second class. No transportation is furnished. (See Fig 5).

“Districts No. 2 and No. 5, Town of Linn, were united making No. 9. A four-room brick school house, well lighted and ventilated, with a furnace in the basement, was built at Zenda in the summer of 1910. Only two rooms are used at present. (Fig. 6)

Why not put more districts together in this way and give pupils the advantage of a graded school?”—Walworth County Annual, Helen Martin, County Superintendent.

TWO (OR MORE) DISTRICTS MAY BE UNITED AND THE CONSOLIDATED DISTRICT MAY CONTAIN SEVERAL SCHOOLS, ONE OF WHICH MAY BE GRADED. THIS FORM OF CONSOLIDATION BRINGS ABOUT A LARGER UNIT FOR SCHOOL TAXATION, AND MAKES POSSIBLE THE ESTABLISHMENT OF ADVANCED WORK IN A CENTRAL SCHOOL WHILE AT THE SAME TIME BRANCH SCHOOLS ARE MAINTAINED FOR THE SMALLER CHILDREN.

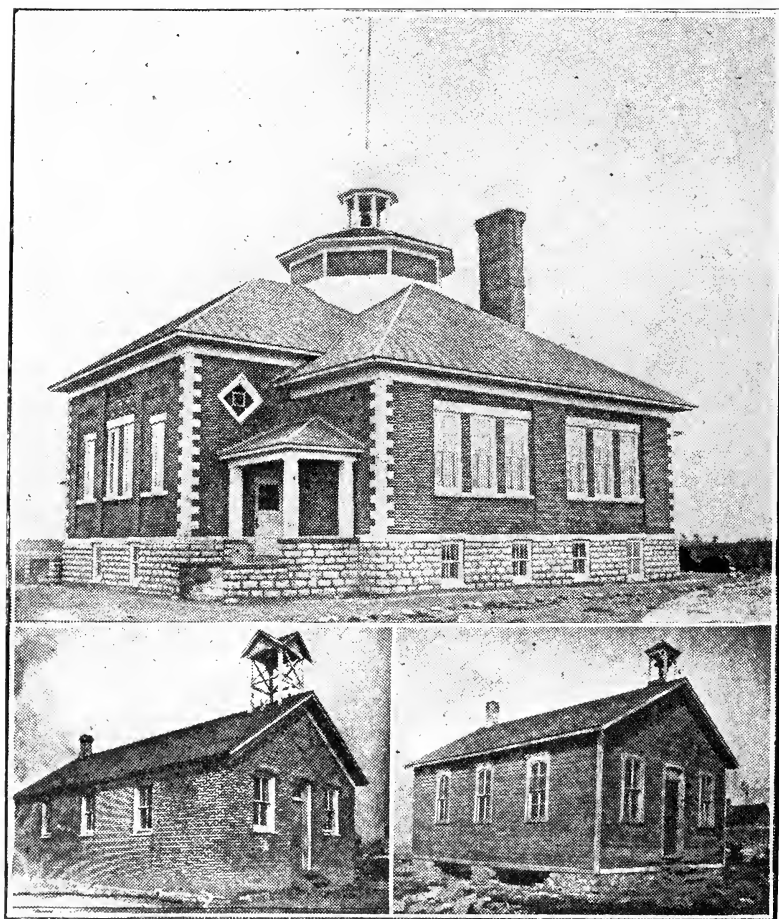


FIGURE 5.—DISTRICT NO. 1, BRUSSELS, DOOR COUNTY (See p. 7).

(Consolidated from Old District No. 1 and No. 4.)

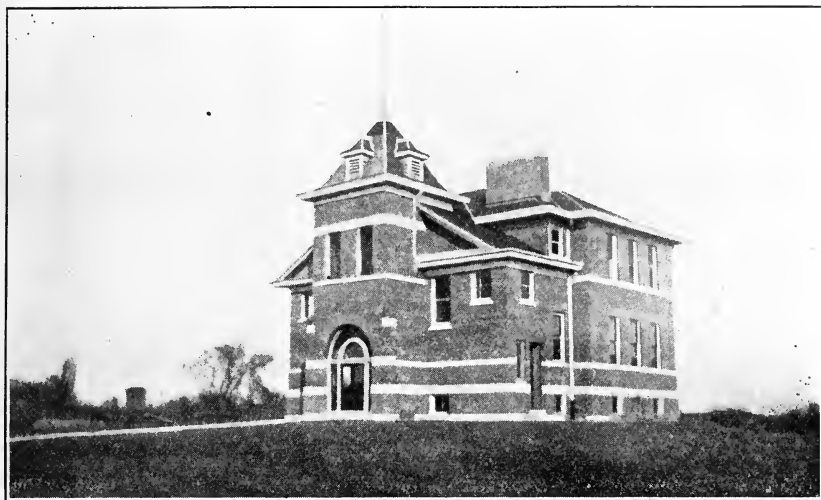


FIGURE 6.—STATE GRADED SCHOOL, ZENDA (See p. 9).

In the town of Knox, Price county, there were two districts, No. 1 and No. 4, with schools having a very large attendance. Either the districts would have to be divided or an additional room provided in each case. An adjoining district, No. 3, had a poor schoolhouse and would have to build in the near future. A fourth district, No. 5, had a schoolhouse that was quite near to the other three. The town board met and, after considering the situation, joined the four districts, thus making one large district. A central school has been built near the village of Brantwood, and three of the other buildings are also used. The central school is at present maintaining two departments.

When the township system was abolished in 1912, many of the towns in the northern part of the state organized as *one independent district*.

As a result many districts in northern Wisconsin contain from two to ten school buildings. In many cases, however, each building has a one-room school. In two instances in particular, Port Wing and North Crandon, there are central schools, to which the children from the whole town are transported.

ONE DISTRICT MAY VOTE TO CLOSE ITS SCHOOL TEMPORARILY, AND MAKE PROVISION FOR THE SCHOOLING OF ITS CHILDREN IN SOME ADJOINING DISTRICT OR DISTRICTS. THIS, STRICTLY SPEAKING, IS NOT A CONSOLIDATION OF SCHOOL DISTRICTS, BUT IT IS THE CONSOLIDATION OF SCHOOL INTEREST, AND MAY BE FEASIBLE WHERE REAL CONSOLIDATION CANNOT BE EFFECTED.

District No. 3, town of Hazel Green, Grant county, has a comparatively small school and is situated about three miles from the village. For the past three years this district has closed its school, and transported the children to the grades in the village of Hazel Green. The district in this case has maintained its organization, and spends its money for tuition and transportation instead of maintaining its own school. (Figures 7 and 8)



FIGURE 7.—TRANSPORTATION WAGON USED BY DISTRICT NO. 3, HAZEL GREEN GRANT COUNTY.

Number of pupils transported, 14. Average daily attendance, 12.

The following letter from Supt. Oscar F. Mattson of Pierce county relates an experience which may be of value to people in other communities:

“Your letter asking for information in regard to the transportation at Rock Elm is at hand, and I am pleased to tell you what I know about it.

This plan was started a year ago last fall, and last summer at the annual school meeting the voters in No. 10 Jt. decided by a vote of 26 to 6 to continue the plan during the present

year. Last year the total number of pupils transported was 20, and it is about the same this year. The total cost last year was \$485, and of this they got \$150 back. This year the Rock Elm graded school district furnishes books, tuition, and transportation for \$500. The real expense to district No. 10 is therefore only \$350.00. The parents are well satisfied with the results. They had two graduates last year, and those two are doing 9th grade work this year and are therefore enabled to do high school work while staying at home.

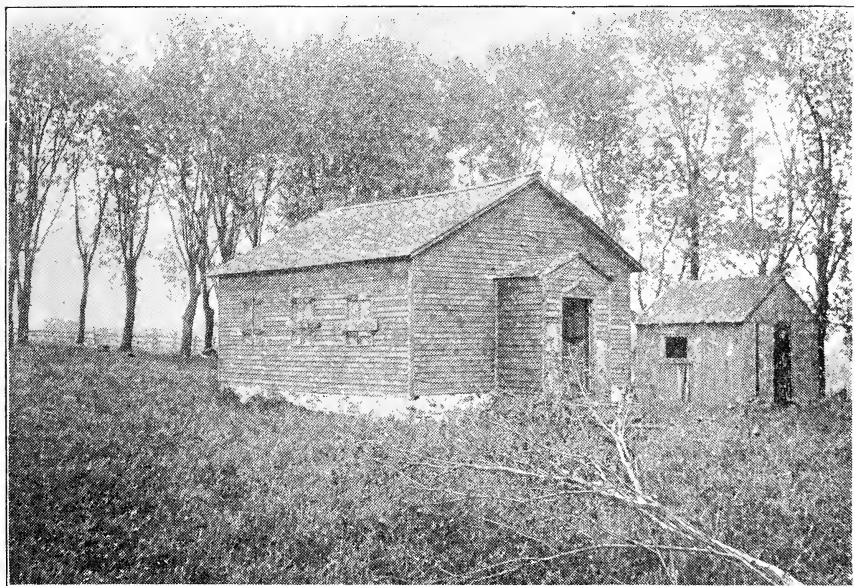


FIGURE 8.—SCHOOLHOUSE IN DISTRICT NO. 3, HAZEL GREEN. BUILDING NO LONGER USED.

The school house in Dist. No. 10 is worth not over \$1,000. It is an old church transformed into a school house, and never proved very satisfactory. A new chimney and other repairs were needed to make the school house warmer, and before putting more expense on it they decided to try the transportation plan." (See Fig. 9)



FIGURE 9.—ROCK ELM GRADED SCHOOL AND TRANSPORTATION RIG.

With pupils from District No. 10, Joint, Rock Elm (See pp. 12 and 13).

TWO (OR MORE) DISTRICTS MAY BE UNITED AND THE CONSOLIDATED DISTRICT MAY BE ABLE TO MAINTAIN A HIGH SCHOOL IN ADDITION TO THE GRADES.

### *The Harlem School*

A consolidated school is located in Harlem township, Winnebago county, Illinois, and is therefore near the people living in the southern part of Wisconsin. The following is quoted from Superintendent O. J. Kern's Annual Report for 1911.

"The second consolidated school in Winnebago County is in Harlem Township. This was organized on the first Monday in April, 1910, upon petition of the legal voters of four districts.

The new district lies in four different school townships. It comprises 18 sections of land thus equal in area to one-half of a township six miles square. The new district is made up of the four districts, viz: District 49, the Lovejoy school; District 52, the Bruner school; District 56, the Free Soil school; District 61, the Union school. In district 49 twelve legal voters signed the petition for consolidation while three did not. In district 52 nineteen voters signed and none did not. In district 56 nineteen voters signed while three did not and two of the three not signing were not called upon. In district 61 forty-five of the sixty voters signed and of those not signing several would have signed had they been at home when the solicitor called. So the sentiment was practically unanimous. The petition was granted unanimously by the trustees of the four different school townships.

The valuation of the consolidated district in 1909 was as follows: District 49, \$71,419; District 52, \$68,206; District 56, \$72,114; District 61, \$142,666; thus making a total valuation of \$354,425.

Bonds to the amount of \$18,000 were voted by a decisive vote of 64 votes "For" and 16 votes "Against." An error in the assessed





FIGURE 10.—WHOLESOME PLAY AT THE HARLEM CONSOLIDATED SCHOOL  
NOVEMBER, 1911. (See pp. 14-15).

The boys at right are playing Volley Ball; Primary Children at left in a Circle Game;  
and girls in middle foreground are ready for a game of Hockey. The teachers  
direct the play until the games are learned.

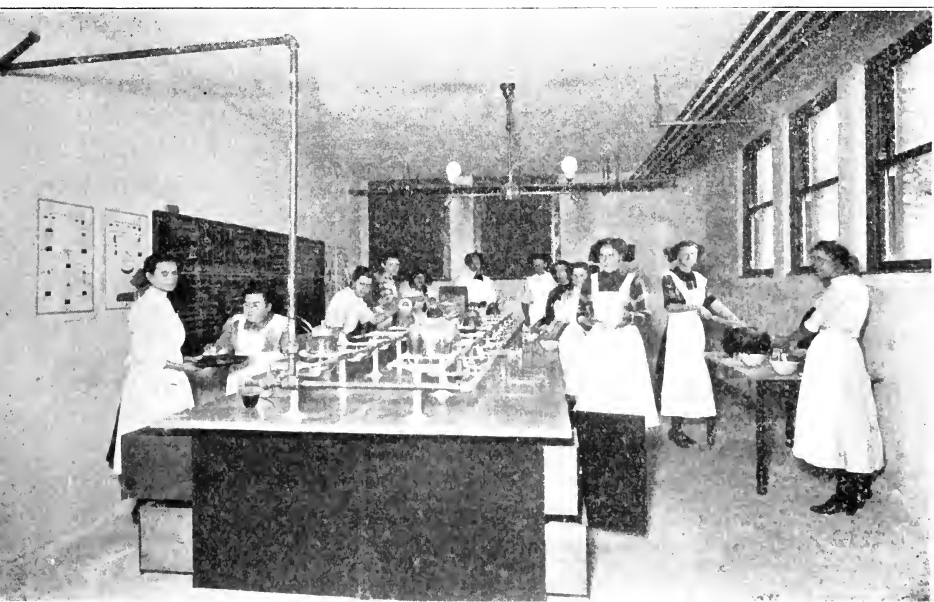


FIGURE 11.—DOMESTIC SCIENCE LABORATORY IN THE HARLEM CONSOLIDATED SCHOOL.

Instructor, Miss Eldora Welch. This work with girls will result in finer country homes.

valuation of one district made a second vote on bonds necessary to come within the legal limit. The final amount of bonds is \$17,700 which is the legal five per cent on the 1909 assessed valuation of \$354,425. The bonds run twenty years, are paid in fifteen annual installments commencing in five years, thus paying interest only for the first five years. The bonds carry a rate not to exceed five per cent. The increased valuation of the consolidated district during the next five years will keep tax rate low. That part of the country along the trolley is growing rapidly and will grow still more rapidly now that a fine school is located within reach of all. The assessed valuation of 1909 was \$354,425. The assessed valuation for 1910 is \$383,797, a gain of \$29,372 before work was even begun on the new school building.

The assessed valuation in 1911 is \$487,365 this being a gain of \$132,940 since the consolidation movement began in 1909. The assessed valuation in 1910 was \$383,797.

The first school board is Mr. A. J. Lovejoy, Mr. Junius Snow and Mr. O. H. Conklin. The new board as one of its first acts voted unanimously to employ only State Normal or University graduates, or equivalent. The board's first tax levy for 1910-1911 to pay interest on \$17,700 bonds for new building and material site of two acres and general running expenses of school is \$3,500 making a rate of 95 cents on the \$100 on the 1910 assessed valuation of \$383,797. The rate for Rockford for school purposes in 1910 is \$1.41 on the \$100 on an assessed valuation of \$17,848,697. A levy of \$4,500 was made in 1911 on an assessed valuation of \$487,365 thus making a rate of 95 cents on a \$100. The rate for Rockford for school purposes is \$1.90 on the \$100 on an assessed valuation of \$18,699,561. The board expect to have a first class four year high school with agriculture, manual training and domestic science in the course of study. The principal is paid \$100 per month, the grammar teacher \$60 per month, the primary teacher \$60 per month, and the domestic science teacher \$60 per month. Other teachers will be added as the school grows. Country people can have first class teachers and first class schools when they pay the price. There is no other way."

### *The John Swaney School*

Near the village of McNabb, Illinois, there were three school districts, known as No. 22, No. 23, and No. 25. The voters of these districts petitioned for a consolidation in 1906. After some time the petition was granted and the three districts consolidated. This school is now known as the John Swaney school, and is located in Magnolia township, Putnam county, Illinois. A new building was erected and was occupied in January, 1907. The district maintains a high school in addition to the regular eight grades. Transportation is furnished voluntarily. In Illinois public money cannot be used for transportation. This school introduced agricultural work into its course very early, and has been visited by people from all parts of the country.

"The school is housed in a \$12,000 two and a half story brick building, containing four recitation rooms, two laboratories, a large auditorium, two library and office rooms, a boys' manual training room, a

girls' play room, furnace room and cloak rooms. All are lighted with gasoline gas generated by a plant, the reservoir of which is stored outside of the building. The laboratories are also furnished with gas from this plant. The building is heated with steam and furnished with running water supplied by an air pressure system.

The building is located near the north side of a beautiful campus consisting of twenty-four acres of woodland. It has a gradual slope from the building southward to Clear Creek, which winds its way along the south side of the plat of ground. To the east is another slope at the bottom of which is a small stream. The grounds are dotted here and there with groups of forest trees of oak, elm, ash, hard maple, black and white walnut, pignut, locust and hawthorn."—School Catalog, 1911-12.

The John Swaney School is located in the country more than two miles from a village.

### *The Lewiston School*

Lewiston, Minnesota, is a small village of about 300 inhabitants, lying about 20 miles west of Winona, on the C. & N. W. Ry. This village had a graded school of two departments and near it were three country schools. In 1905 these four districts, known as No. 22, No. 23, No. 24 and No. 93 were consolidated. The assessed valuation of the consolidated district is approximately \$350,000. A new school building was recently erected. In this building is now maintained a school in which the children of the district may get not only an elementary education but a high-school course as well. In this high school, agriculture, manual training, and domestic science are taught. Three wagons convey the children from the surrounding districts. A fifth district known as district No. 38 has also closed its school, and made provision with the consolidated district for the education of its children. People in the western part of Wisconsin will find it profitable to visit this school.

"Careful plans were laid to insure a building which would meet every requirement from a sanitary and an educational point of view. The school board left nothing undone to secure a modern, well lighted, well ventilated, properly heated, commodious, convenient, and safe school building. The fruition of their hopes was at last ready for dedication on the 29th of May, 1907.

The building is of generous dimensions, 81 feet 6 inches by 63 feet. Two exits, spacious corridors, and broad stairways make possible the rapid and orderly dismissal of pupils in case of fire. Four grade rooms, each seating about forty-two pupils, are found on the first floor. A cloak room adjoins each. On the landing between the first and the second floor is the office, immediately above the front entrance. On the second floor are: One grade room of the same size as the rooms on the first floor; a high school assembly room seating fifty pupils; a recitation room, connected with the assembly room by folding and sliding doors; a second recitation room; a large laboratory with a small store room and a dark room adjoin-

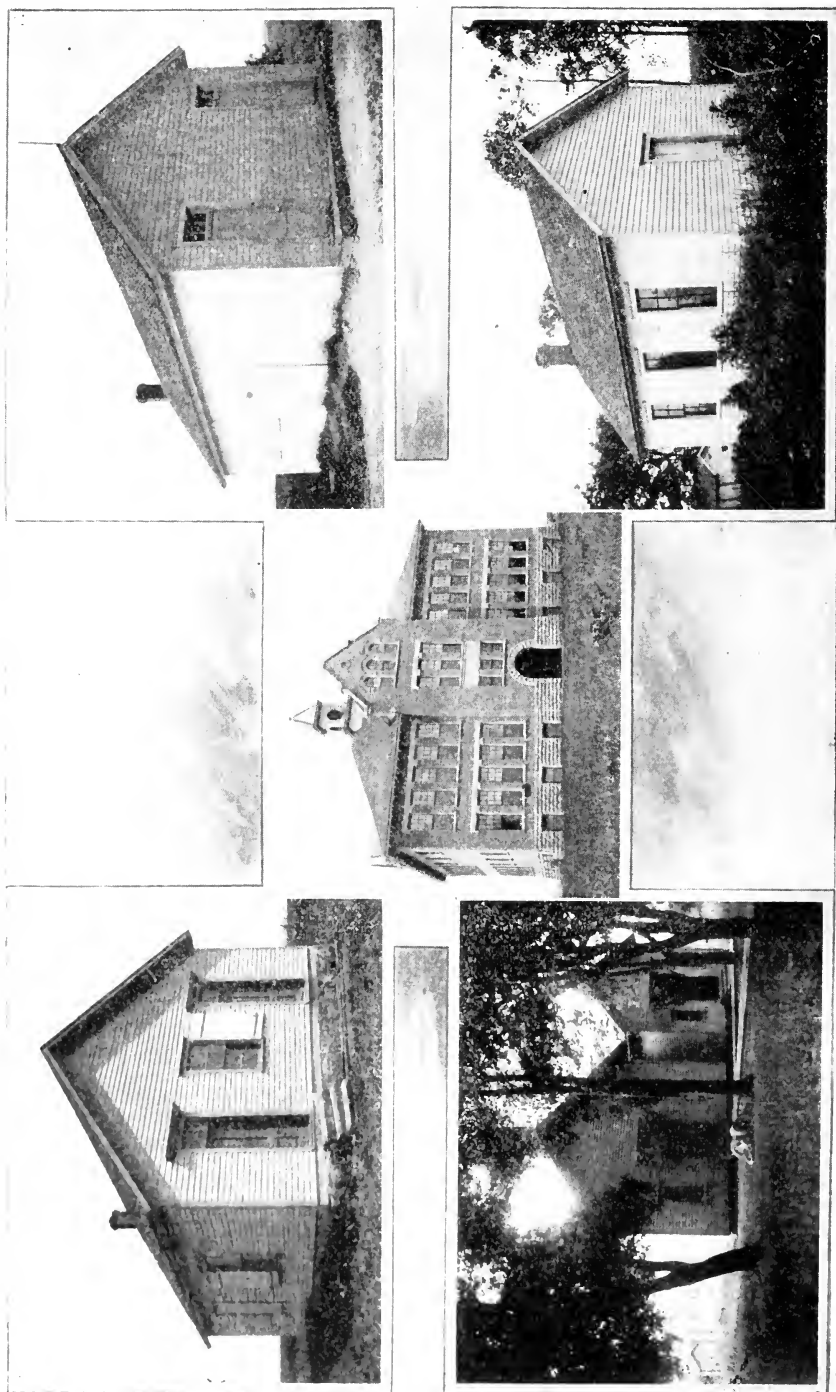


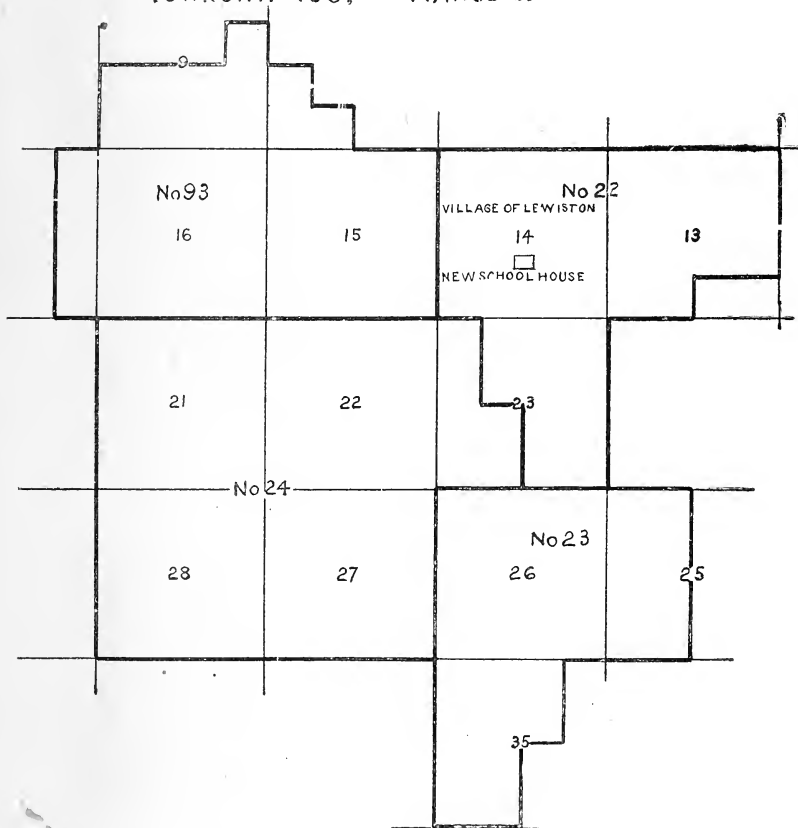
FIGURE 12.—LEWISTON GRADED SCHOOL.

In the center the \$25,000 school building of Consolidated District No. 22, Winona County. Ranged around it are the abandoned buildings of the districts which consolidated.

ing; a library 10 feet 6 inches wide by 20 feet long. In the basement are two lunch rooms for those bringing their noonday meal, the boiler room, and lavatories. The building is heated by steam and equipped with a Direct-Indirect system of ventilation. Drinking fountains are found on each floor. The lighting is unilateral.

All the school rooms present a neat and pleasing appearance. Slate blackboards, single desks, a clock in each room, sectional book cases in some rooms, an organ in one, a piano in the high school room, a case containing natural history specimens, in addition to the apparatus generally found in a school room, indicates something of the environment thrown around the pupils. A library of more than 900 volumes, to which pupils have access during the entire day, is another gratifying instance of what the school offers its pupils."—Inspector S. A. Challman in Minnesota Bulletin.

TOWNSHIP 106, RANGE 9.



CONSOLIDATED DISTRICT No 22, WINONA COUNTY.

FIGURE 13.—THE LEWISTON CONSOLIDATED DISTRICT.

*The Selma School.*

One of the best illustrations of consolidation on a large scale is found in the township of Liberty, Delaware county, Indiana. In the center of this township is the little village of Selma with a population of about 350, which is located about eight miles east of Muncie. The township has an area of thirty-six square miles. Originally there were eleven schools, all of them one-room buildings, except the one in the village. The village school had three teachers. There were, therefore, thirteen teachers employed in the township at that time. When the consolidation movement began, two schools united with the village school, and a few of the high-school subjects were introduced. Other schools came in from time to time, until all the eleven schools were joined to the one consolidated school.

The consolidated school as run at present has been in existence five years. There are now nine teachers employed, and a full high-school course is offered to the children of the community. Thirteen wagons convey the children from the country. These wagons carry an average of 16 to 18 children, and the average length that the children on the ends of the drives have to ride is five and one-tenth miles. The township furnishes the wagons, and the drivers furnish the teams. Each driver receives \$2.00 per day. An interurban runs through the village, and twenty children are brought to school in this way.

It will be seen from the discussion thus far that the question of consolidation is a complex one, and the phase it assumes in any community depends upon the local conditions. In some localities it may be impossible to consolidate at all. George W. Knorr, in his *Bulletin on Consolidated Rural Schools*, says: "Of the approximately 6,000,000 country boys and girls in the United States, two-thirds should eventually receive their schooling and a part of their vocational education in consolidated schools, leaving 2,000,000 who would, as heretofore, be educated in district schools in sections where physical conditions made consolidation impossible."

Before taking any definite action a community should make a thorough study of the local situation to ascertain which of the examples given in this chapter will be the best to follow. The question should be studied from a broad standpoint. People



FIGURE 14.—SELMA CONSOLIDATED SCHOOL.

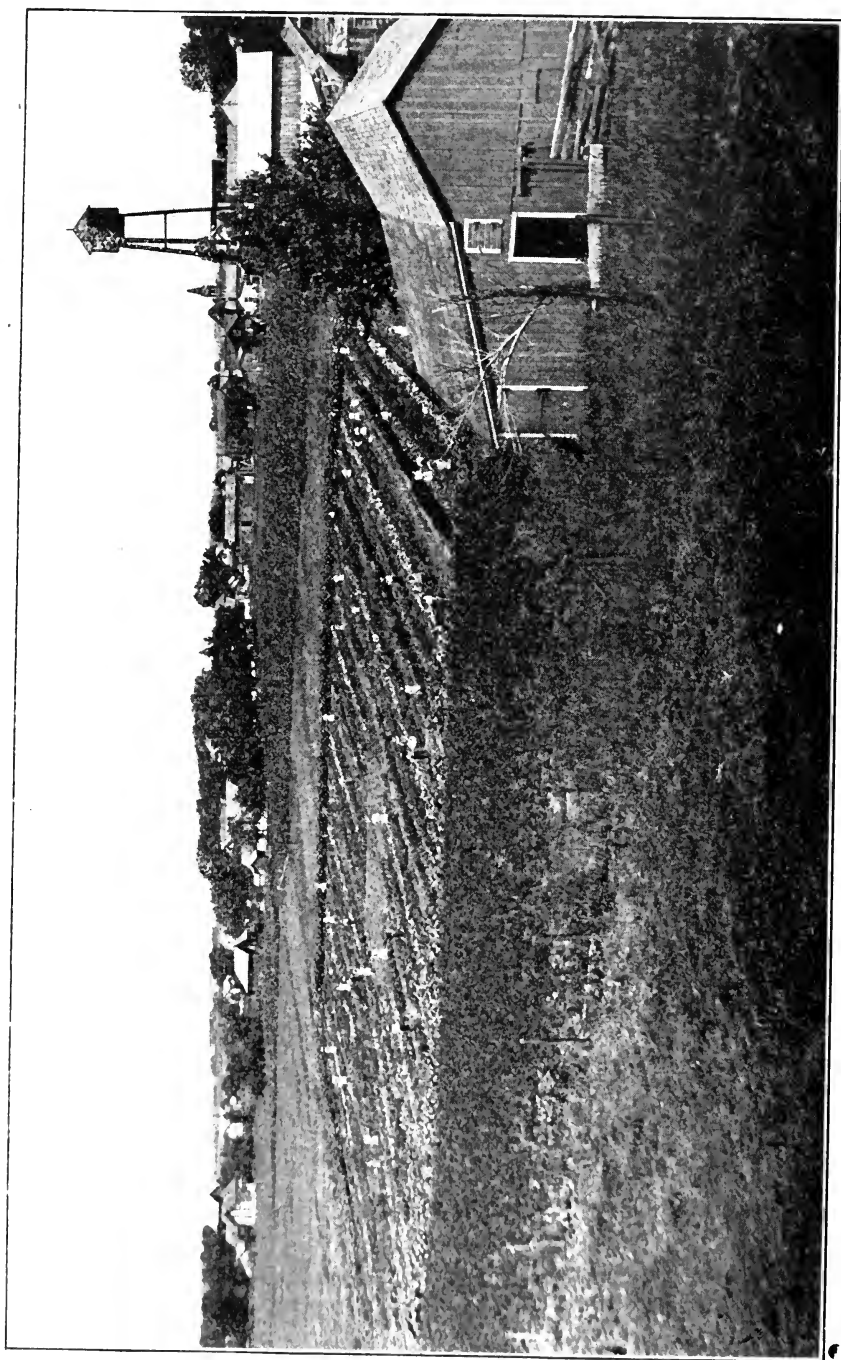


FIGURE 15.—A SCENE ON THE SCHOOL FARM AT LEWISTON, MINNESOTA.



should consider, not simply the immediate needs, but the future possibilities. We are living in a transitional period, when educational systems and ideals are changing. Rural communities must as far as possible have school advantages which will be equivalent to the opportunities enjoyed by the cities. It is evident that in order to secure the best facilities it is necessary to co-operate on the largest scale possible.

In this connection attention is called to the following extract from the Bulletin on Consolidation of Schools by L. C. Brogden, Supervisor of Rural Elementary Schools of North Carolina:

"While it is obvious that the educational advantages offered by the union school of two teachers are far superior to the educational opportunities offered by the one-teacher school, yet there is the probable danger of feeling content with this simplest type of consolidation, this union school of the two-teacher type. Too often, after having formed union schools of the two-teacher type, do we feel that we have reached the limit of practicability in the consolidation of schools and that a larger type of consolidation is not necessary for a high degree of efficiency. While it is true that in many instances the limit of practicability has been reached in the formation of this union school of the two-teacher type with reference to the walking distance of the pupils, yet to regard this type of school as the final goal in our efforts for consolidation, to regard it as the final step essential to be taken, would be a most unwise conclusion to reach, and would result in preventing the highest possible development and efficiency of our rural schools; for, like the one-teacher school, this two-teacher type of school has its own natural limitations that prevent it from ever becoming the most efficient and economic type of the consolidated school."

Having made a general survey of the several phases of the consolidation movement, we are now in a position to give some special consideration to the possibility of the development of school systems in communities where consolidation on a large scale is feasible.

## CHAPTER II.

CONSOLIDATION OF COUNTRY SCHOOLS, PURPOSES  
AND ADVANTAGES.

## 1. Equal Educational Opportunity.

If the principle of universal educational opportunity is fundamental in a democracy, the principle that educational opportunity shall be equal is equally fundamental. While there probably never was a time when both of these propositions were not generally accepted, the student of the seventy-three years of Wisconsin history is surprised to find how slow their realization has been.

Equal opportunity means equal length of school term; the term now ranges from 8 to 10 months in Wisconsin. It means equal material equipment; it now varies from the most ancient, most poorly constructed, most uncomfortable single-room school houses in the remotest district, to the handsomest, best constructed, most completely furnished, most comfortable modern building, in an easily accessible location. It means equal supervision; supervision now varies from a single visitation of the superintendent, to the closest daily sympathetic supervision of the expert supervisor. It means equal teaching ability; this now ranges from absolute incompetency to the highest and most skillful professional proficiency. It means equal facilities for the work in the common branches; in the district school there is one teacher in one room with from five to eight grades, teaching twenty to forty classes, while in the town and city schools and in many consolidated schools in the country, each grade is provided with a teacher. It means equal high school privileges; in many country communities there are no high schools at all; in some country communities there are high schools with an inadequate teaching force; in





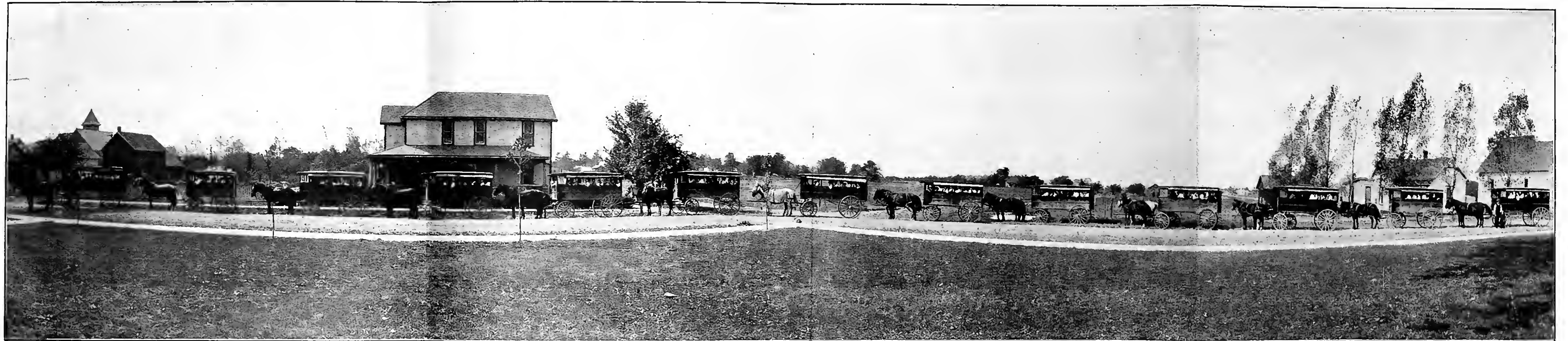
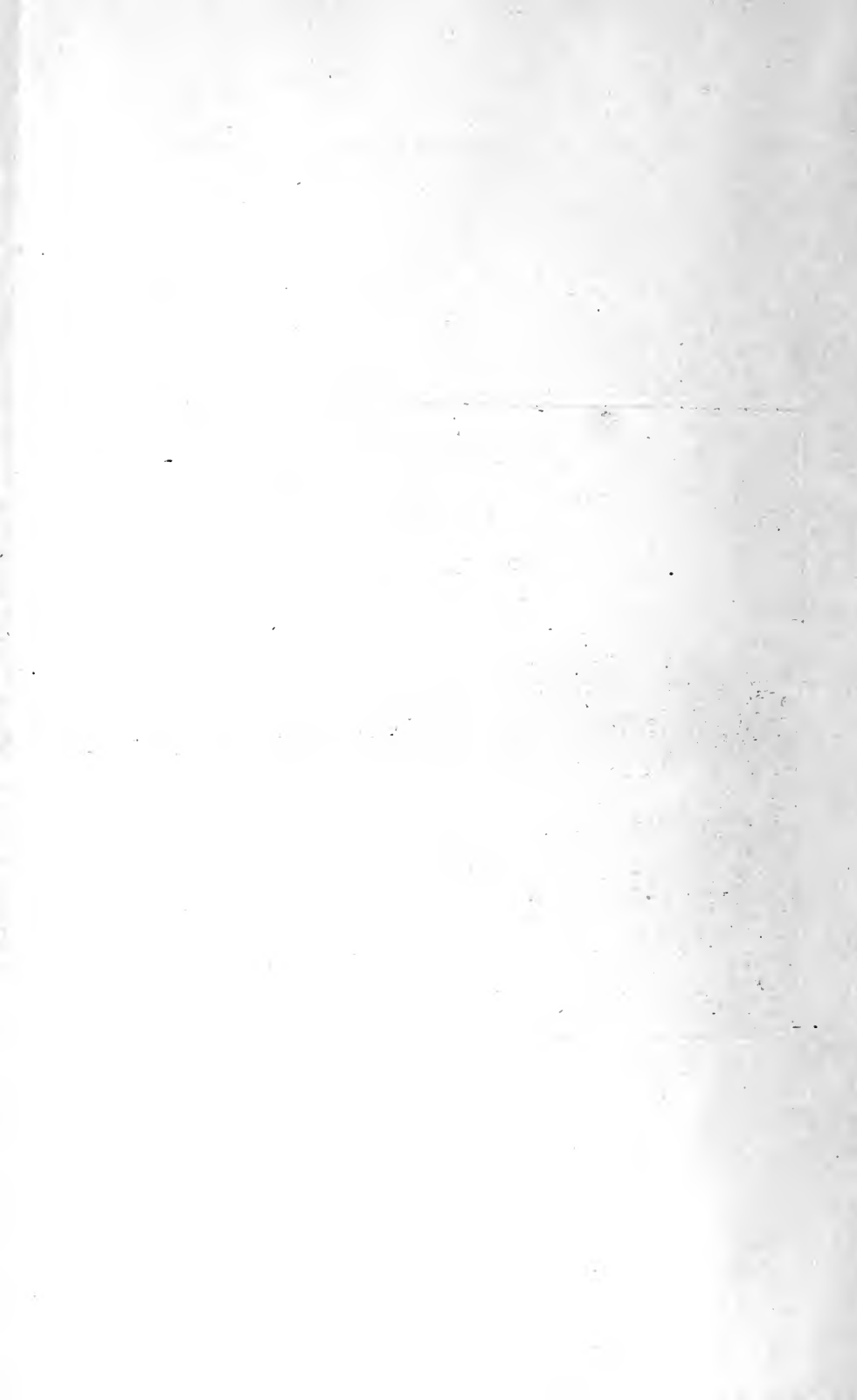


FIGURE 16.—TRANSPORTATION VEHICLES USED IN SELMA, INDIANA.



some country communities there are well-equipped, long-term high schools that do work equal in every respect to the best high schools in towns and cities.

## 2. Indifference the Cause of Diversity in Opportunity.

The chief cause of this wide diversity in opportunity is indifference. Somehow the people have not realized that better things are possible. With the town (township) broken into small districts, each being small in school attendance, it is simply out of the question to provide the best educational advantages. And it is not a financial question; even if the best material equipment and the finest teaching ability could be provided, the small attendance the limited community renders inevitable, would make it impossible for the small school to accomplish what schools in larger centers accomplish. Under the best conditions, including adequate salaries, school officials find it difficult to secure good teachers for these small schools, and they find it impossible to keep these positions filled with competent, experienced men and women. As a matter of fact, there is a tendency on the part of the patrons and officials to minimize the importance of these small rural schools, and to employ for them cheap, inexperienced teachers. There are many small country schools in which inexperienced teachers have been employed year after year for eight or ten years. And so these small schools become practice schools for the larger and, so considered at least, more important schools in towns and cities, or mere stepping stones to other callings.

## 3. Ideal Country School System.

A complete central school in each town (township), to which all the children shall go is the only effective plan for the country schools. This central school should have a kindergarten, eight grades, and a high school with a four-year course. It should have complete, well-equipped modern buildings. Here should be located the township library, which should contain books selected with a view to meeting the demands of the community, and which should have arrangements for distributing these books by means of transportation hacks, which take the

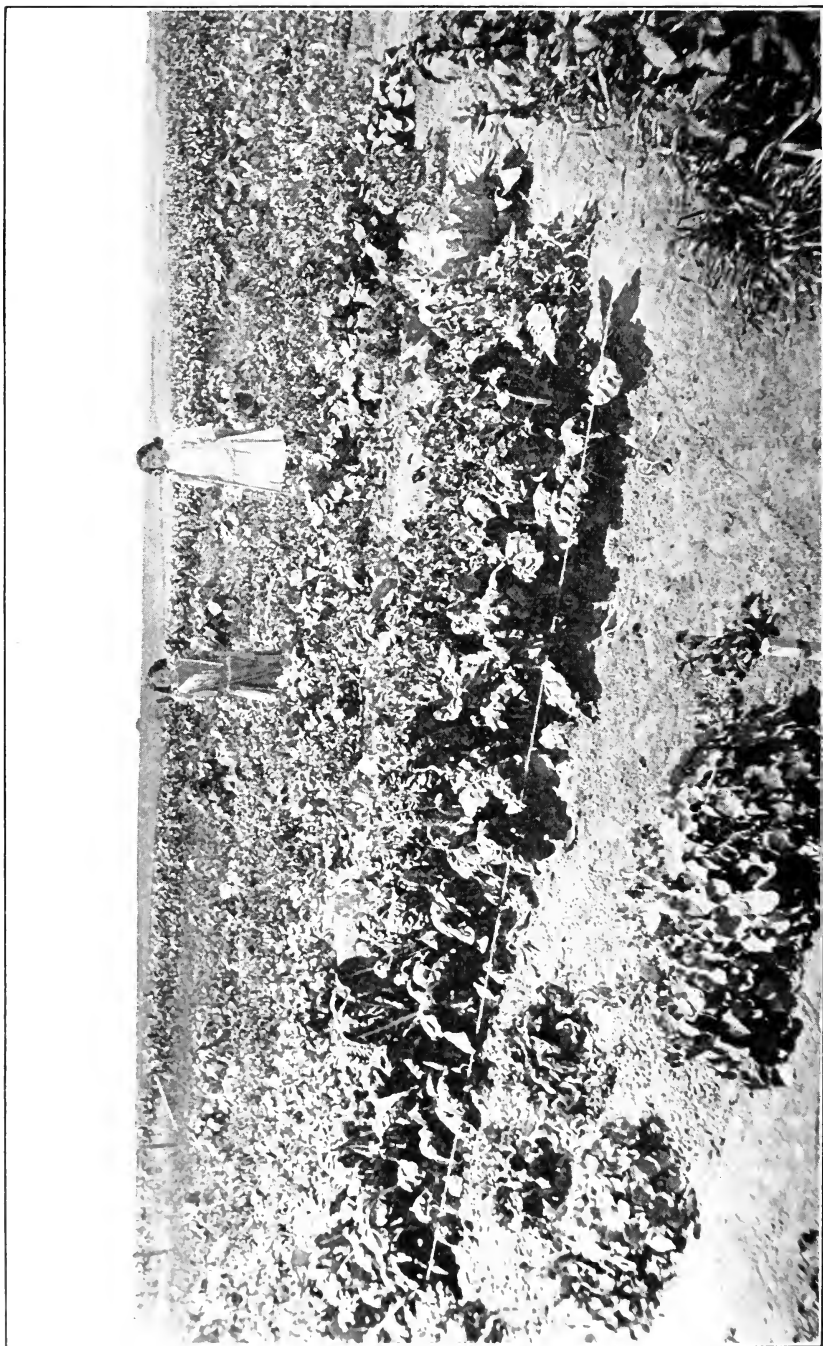


FIGURE 17.—A SCENE ON THE SCHOOL FARM AT LEWISTON, MINNESOTA.



children to and from the schools, and free daily mail systems. Here should also be held the lecture courses, musical programs, and all kinds of meetings for the education and entertainment of the people.

The school should have a piece of land equipped for scientific elementary agriculture and nature study. It should have manual training departments, including work in wood, cement, metal, etc., for the boys, and domestic science, including cooking and sewing, for the girls. The school should be in session at least eight months in the year, and should be the center of community interests. Finally, it should have for teachers the best prepared men and women, who have chosen teaching as their life work, who live in the community and who are paid respectable salaries. With such an organization, more importance than ever will attach to the central school, and the people can be depended on to demand such a school when they understand its larger advantages for the pupils and the community. During a visit to some consolidated schools recently, a condition was found which approaches very nearly the ideal set forth above. Here the superintendent of the consolidated school is also superintendent of a Sunday school.

He is a leader of the band which he organized and of an orchestra composed of students in the high school. He has established manual training and domestic science, and conducts classes in music and drawing. He owns a home in the town and has the interests, not only of the students, but of the community at heart, and is making its welfare his life work. Through consolidation, then, it looks as though the rural schools might come into their own, and equal educational opportunity might be secured for the children of cities and country.

#### 4. Arguments for the Consolidation of Schools.

Consolidation permits better grading, and insures the enrollment of a larger percent of pupils and a better attendance. It also lengthens the school term, secures a more efficient teaching corps, and increases the period of service of such teachers. It insures better school buildings, better equipment, and quickens public interest in schools. The larger boys and the larger girls are kept in schools longer, and it enables hundreds who



FIGURE 18.—AUDITORIUM IN THE CONSOLIDATED SCHOOL AT SELMA, INDIANA.

could not otherwise have done so, to take advantage of a high-school course. It affords an opportunity for thorough work in special branches, such as manual training, domestic science, drawing, music, agriculture, etc. It enables the young people to stay on the farms, enjoy quiet evenings at home; and at the same time, it furnishes them with many of the advantages of the city schools, while avoiding the disadvantages of city life. It stimulates and broadens community interest. It creates wider circles of friendships and refines social life. The consolidated high school is a thing of widely shared pride. It has character and dignity, and should prove a powerful force in welding interests, tastes, sympathies and friendships of a one-time diversified township into a sympathetic community life.

It affords better opportunity for general supervision and for better professional work in the schools.

It will increase the value of farm lands, and make desirable the residences in the town (township).

It enlarges the unit of taxation, and thus distributes the cost of the schools more equitably.

It will extend the school term so that city and country will have more nearly equal educational advantages.

It will increase the salaries of teachers, and so make these positions desirable. Graduates from the consolidated high schools, with eight or nine months term and a minimum salary for teachers of \$600 as incentives, will get their academic preparation for the work in the consolidated schools. These graduates, being in sympathy with country life, will take an interest in the community, buy homes, and become permanent citizens. They will make the very best teachers for the country schools. They will know the problems of the farm, and will be able to use their farm experiences in the school work. They will be able to interest the boy in the work on the farm, and show him how he can make use of the advantages he has. Such teachers will have a large influence in keeping the boy on the farm. They will be able to get in closer touch with the farmers, which will make both farm work and school work better.

Consolidation will insure better classification and gradation in the schools, for with the same, or even a smaller, teaching force for a given number of district schools, the work may be divided into grades, resulting in fewer classes for each teacher, longer recitation periods, proper direction of study periods, time for

careful lesson assignments, the presentation of all the required subjects, and more thorough drill in all the work.

The teaching all along the line will be better, for the reason that teachers will be given the subjects in which they are interested and for which they have made special preparation. Departmental work may be introduced, and special teachers assigned to these particular subjects. The consolidated school offers more congenial work for the teacher, which will insure a longer tenure of service. Teachers who are well prepared and fit harmoniously into a community can do much better work the second, third, and fourth years than is possible during the first year.

Consolidation will improve the discipline in the school, for the reason that all grades will not require the same care.

Better equipment can be secured and more use made of it, for in many instances, one piece of apparatus will serve the entire school, whereas the district plan requires a separate piece for each school. Consequently, with a given amount of money, more pieces of apparatus may be secured. More reference books and more literature may be secured for the reasons given above; likewise more supplementary books. There will be more time to use the material provided, and teachers will be more familiar with its use, because of their greater experience and better training.

Better physical and sanitary surroundings will be secured, for it is probable that a new building will be erected, and a large building with a given number of rooms may be better and more economically constructed than the same number of separate single rooms of the same quality and equipment, for the reason that there is less external exposure; there is less wall space required; there is less basement required for additional heating apparatus, coal rooms and toilet rooms; and one heating equipment will serve all rooms with less expense. The janitor service will be more easily controlled for the reason that one person will be secured to devote his entire time to the work, whereas with separate rooms this is impractical. With consolidation the service becomes a distinct profession and the work is well done.

The toilet rooms are always under supervision by the presence of a janitor or a teacher at all times when large numbers of children are brought together in a central school. Flush or dry closets may be installed, whereas in single room district school

houses, this is almost impossible. Better heating and ventilating systems may be installed, for the reason that the best systems are expensive and require special attention, making such installation almost impractical in single-room buildings.

The social training will be improved, for the reason that the acquaintanceship of pupils will be enlarged. The several districts will become unified. The influence of trained teachers, who will perhaps be more familiar with the graces and usages of society, will be felt; there will be a sufficient number to inspire interest in lecture courses, school entertainments, reading clubs, debating societies, athletic clubs, corn clubs, cooking clubs, and sewing clubs for the pupils, and agricultural and home making organizations for the men and women.

## 5. The Relation of the School to Life.

There is a vital relation between country life and the country school which has not been appreciated by many. The country school has not even begun to fulfill its mission, for the simple reason that there have in fact been no genuine country schools. Their province has not been to educate, to develop boys and girls into men and women, capable of doing their share of the world's work intelligently and skillfully, but to impart unrelated facts of arithmetic, geography, and history. The country has had such schools, but they have never recognized their distinctive environment, or let it make any difference in their mode of procedure. They have never realized that their problem is a distinct one, and that the means are peculiar. The farmers could not solve the problem; they have their own work to do and it isn't their business. And the educators have worshipped tradition so long that it has been almost impossible for them to look fairly and squarely at the nature, conditions, environment and needs of the child, and let these determine the problems and means of education.

### a. The School as a Center of Country Life.

With the school as the center of country life, economic, social and educational interests can work out their problems together.

In the nature of the case, most farmers must live on their farms. Those whose circumstances will permit may build their homes in the school center vicinity, but the school must be the center.

The teachers should be well prepared men and women, thoroughly in touch with the problems and interests of the township, and permanent residents of the community. They should understand the relation between education and agriculture, and should be able to create in the boys and girls a love for the land. Good roads will center here from every direction and and convenience should shortly result in all residences being located upon these direct lines.\* Of course, the natural conditions of the township must determine the center, or the centers, for hills, the size of the township and streams may make more than one center necessary.

b. The School the Center of Social Life.

With competent teachers and an enlarged community in the township educational affairs will take on new interest. The school will, in fact, become the center of the social life of the community. The citizens will have a meeting place to discuss every phase of life—agriculture, educational, religion, politics. Provision may be made for good lectures, the best music, etc. In their daily work the best teachers will bind together the interests of school and community. They will use their knowledge of rural life in their school work. The boy will find himself and his farm experiences in every lesson assigned. In arithmetic the problems will be concrete and tangible, and will clinch every principle with their every day practical applications. In language the children will talk and write about interests in country life,—things which they know and in which they are interested, and every lesson will be alive. In geography, likewise, the earth facts or forms at hand will furnish the topics for investigation, and will become the point of departure for the excursion into the wide world of science.

These teachers, having been thoroughly prepared, will know the nature of the soil, and can show the practical value to the farmer of a knowledge of chemistry. In the high school they will be able to direct work in elementary agriculture and to turn the study of this industry to account both in and out of

school. In the grade work it will serve as illustrative material in nearly every subject taught, and will be the means of adjusting the education of the head and hand in country life education. It will help the teacher to turn all the surplus energy of childhood into educative channels.

### c. Clubs for Children and Parents.

Out of school it will furnish the best opportunity for work in the community. Corn clubs for the boys, cooking and sewing clubs for the girls, agricultural societies for the parents—these will give the teacher a chance to get into the lives of the people. Once started, such work will become an endless chain. The pupils of this generation are to be the parents and teachers of the next. The work will be educative in an exceedingly practical sense. Parents will readily put themselves behind a movement of this kind that promises so much for their children, and will desire its continuance and enlargement, regardless of cost. The children themselves when once shown that it takes brains to manage a farm, and that the returns are substantial, and the work dignified, would more and more decide to prepare thoroughly to do the work of the farm. They will soon understand that farming is the fundamental industry in this country, and that honorable, comfortable competencies await the intelligent tiller of the soil.

One result of such work in the school will be to induce the boy to remain on the farm or take up the industry of his father, and so begin early an earnest, settled mode of life. As our country grows older, and the chance for successful haphazard careers grow fewer, the necessity of preparing to do some definite work in life will become more apparent. The school, of all institutions, must direct boys and girls in the work they are to do.

This kind of work in the schools, based upon a close relation between the work of the school and the home, will have a far-reaching effect on both institutions. It will prepare children who come up through the grades and high schools, for doing a high grade of practical and industrial work in both the elementary and secondary schools, when they take up the work of teaching. From the home and industry side the influences would be tremendous. Two decades of this sort of thing in the schools touching

the lives of all the boys and girls would revolutionize agriculture in this country and would be the fore-runner of the greatest industrial development this country has ever known. Men and women so trained would work in the industries for the joy that comes from doing a worthy work well, for the satisfaction that comes from thorough preparation. Along with this satisfaction would come larger self-respect and larger returns in dollars and cents.



## CHAPTER III.

CONSOLIDATION AND TRANSPORTATION IN  
WISCONSIN.

The following article was prepared specially for the United States Bureau of Education. It is given here with the permission of the Bureau.

## THE PORT WING CONSOLIDATED SCHOOL.

Port Wing is a small unincorporated village situated on Lake Superior, in Bayfield county. The country around it is yet comparatively new, although it has been developed quite extensively during the last few years. This part of the state has great possibilities, and it was because of this fact that some of the leading citizens of the community planned the school system of the town of Port Wing.

## HISTORY OF THE SCHOOL.

In 1894 a small mill was erected at the village and a school was organized. By 1898 the number of pupils had increased to such an extent that a two-department school was established in two buildings, and about three miles away a smaller school was located in a log school house. In 1900 the town of Port Wing was organized and the township system of school government was established. Because of the increased school attendance the authorities were compelled to provide added school facilities. Some of the leaders, anticipating the growth of the community, decided to erect a building which would accommodate at least 400 pupils, and provide transportation for the children living at a distance. The school three miles away was closed. Instead of building schoolhouses in various parts of

the town as settlers moved in, the school board provided transportation facilities.

When the township system was abolished in 1911 and the district system substituted, the whole town of Port Wing was organized as one single and independent district.



FIGURE 19.—PUBLIC SCHOOL, PORT WING, WISCONSIN.

#### THE SCHOOL BUILDING.

The school building itself is an eight-room structure, and built of the best materials. The present cost, including heating system and equipment, is approximately \$30,000. In the erection of the building the town was aided by a loan of \$10,000 from the state trust funds, which amount was paid in three years. The building was erected at a time when the lumbering industry was prominent. Owing to the foresight of the leading men of the community, the settlers now have an excellent school building which is the pride of the town.

#### THE SCHOOL.

At the present time five teachers are employed. The district maintains what is known in Wisconsin as a "State Graded School of the First Class." Nine grades are being maintained. The principal of the school holds a state certificate, and the other teachers have qualifications required by the state graded school law. The amount paid for teachers' salaries during the year

1911-12 was \$2520. The total enrollment is about 150 pupils. The length of the term is nine months, the minimum required in all state graded schools. The total amount expended for school purposes the past year was approximately \$6000. Of this sum about \$1000 was spent for permanent improvements and equipment, leaving the actual cost of maintenance approximately \$5000. The assessed valuation of the town of Port Wing is approximately \$500,000.

#### TRANSPORTATION.

During the past year five wagons were used to transport the children to school. Four of these were in operation the entire school year and the fifth was used six months. The transportation routes are determined by the board, and let out by bids to responsible drivers. The total cost of transportation for the past year was \$1255.41. The drivers receive from \$30 to \$38 per month, and furnish their own wagons. These wagons are covered and the children are kept comfortable. Not a day has been lost by the drivers since the system was established. Only a very few children are being transported more than four miles. The attendance is excellent at all times.

#### COMMUNITY ADVANTAGES.

The school building contains one large assembly room which is used for public meetings of various kinds. Programs are being given by the school during the year and other gatherings are occasionally held. The community has an excellent opportunity to make the school a social and civic center. As the country becomes more settled and the school attendance increases, it will be possible to extend the course so that more grades may be added. Eventually Port Wing will have a high school of its own in which the young people can get an advanced education right at home. The course of study for state graded schools includes instruction in agriculture, and this subject will do much to get the young people interested in the industrial development of the surrounding country.

## CONCLUSIONS.

To give the children of the town school facilities locally it would be necessary to maintain at least five schools in addition to the graded school at Port Wing. Most of these schools would have a small attendance, and some of the children would have a considerable distance to walk. There is no comparison between the present school facilities and what they would be if small schools were established in various parts of the town. Though there was considerable opposition to the plan at the beginning, there would now be unanimous opposition to return to the small school plan. The cost under the present system is not greater than it would be if small schools were established and maintained in a proper manner.

Further information regarding this school can be had by writing to any of the school officers, to County Superintendent Jessie N. Smith, Washburn, Wis., or to James Daly, Port Wing.

## OTHER INSTANCES OF CONSOLIDATION AND TRANSPORTATION IN WISCONSIN.

*Adams County.* District No. 8 and district No. 9, town of Jackson, joined in 1911. No transportation furnished.

*Ashland County.* One wagon is used to bring children into the school in the village of Butternut.

*Barron County.* District No. 1, joint Cameron and town of Stanley, transport children to the schools in their own district.

District No. 5, Dallas, also transport children to their own school.

*Bayfield County.* District No. 3, town of Lincoln, has closed its school and transports its children to district No. 2.

Town of Port Wing has a central school. Pupils are transported. Five wagons used.

Pupils are transported to the Bayfield school. Four vehicles are used and 81 children conveyed.

*Buffalo County.* District No. 1, town of Modena, uses one wagon to bring some of the children to school five months of the year.

*Burnett County.* District No. 1, joint Meenon and Jackson, closed its school last year. The children are sent to district No.

8, Jackson. One rig was used in transporting the children. This district has voted to have school again this year.

District No. 5, Webb Lake, closed its school last year but did not provide transportation. All pupils in that district went to other schools. School is maintained this year.

District No. 4, Blaine, uses two rigs in transporting the children to their own school. There is one schoolhouse in the township and one teacher employed. This plan has been followed for a number of years and seems to be giving good satisfaction. They have one of the best rural schools in the county.

*Calumet County.* District No. 2 and District No. 4, of the town of Woodville, have been joined into one district.

School District No. 3, of the town of Brothertown, Calumet County, voted to close its school at the Annual Meeting, 1912, and voted to transport the children of the district to neighboring schools.

*Chippewa County.* District No. 9, Tilden, and District No. 8, Cleveland, have closed their schools and are sending the children to neighboring schools. Transportation arranged for.

*Clark County.* The Columbia school is the result of the consolidation effected some years ago. Two districts were joined and the district now comprises 36 square miles. Four rigs are used to transport the children.

*Dane County.* District No. 3, Rutland, has closed its school for a number of years and its children are transported to the village of Brooklyn. One rig is used.

District No. 6, town of Springfield, has closed its school. The pupils are transported to district No. 2 Middleton. One rig is used.

*Dodge County.* District No. 17, town of Fox Lake, has closed its school and provided transportation of its children to neighboring districts.

District No. 12, town of Lowell, has made a similar arrangement, as has also district No. 13 town of Beaver Dam.

In most cases arrangements are made with the parents to transport children.

*Door County.* District No. 2, town of Egg Harbor, was dissolved and territory given to districts No. 1, 4 and 3.

District No. 1 and district No. 4, town of Brussels, were consolidated.

*Douglas County.* The following schools have been closed temporarily:

District No. 4, town of Gordon, District No. 3, town of Brule, district No. 1, town of Hawthorne. One rig is used in each case to transport children to other districts.

The following districts furnish transportation to pupils in their own districts:

District No. 1, town of Bennett, district No. 1, town of Brule, district No. 1, Solon Springs, district No. 1, Superior. One rig is used in each case.

*Dunn County.* In joint district No. 2, town of Elk Mound, and the village of Elk Mound three rigs are used to transport children to the school in the home district. One district has voted to close and transport its pupils to another school.

*Florence County.* District No. 2 town of Commonwealth has closed its school.

District No. 1, Commonwealth, uses one rig to transport children to their own school.

District No. 1, Florence, transports children to the village school. Two rigs are used.

*Fond du Lac County.* District No. 3, Osceola, has closed its school temporarily. Three pupils are attending school in other districts.

District No. 10, joint Fond du Lac and Friendship, has closed its school temporarily and five pupils are attending in other districts.

*Forest County.* There was originally at North Crandon a two-department school. In other parts of the town were three other schools, each having one room. In 1905 the present building was erected. The three neighboring schools were closed and pupils transported to the central school. Last year (1911-12) four wagons were used.

One rig is used in transporting the children to the school at Hiles.

One rig is used in transporting the children to Laona.

One rig is used in transporting children to Nashville.

*Grant County.* Districts 6 and 16, of South Lancaster, have been joined and the consolidated district is known as No. 1 South Lancaster.

Districts 3 and 4, Glen Haven, were united in 1912.

District No. 1 and 2, Beetown, have been formed into one consolidated district. (See pp 8-9).

District No. 3, town of Hazel Green, has closed its school. The pupils are being transported to the village of Hazel Green. (p. 12).

District No. 3, Platteville, has closed its school. The children are transported to the city of Platteville.

District No. 9, Clifton, sends its children to neighboring districts.

Joint district No. 4, Woodman, last year sent its children to No. 1 Woodman. (1911-1912.)

*Iowa County.* District No. 9, Linden, and District No. 13 Mineral Point, furnish transportation.

*Jackson County.* Joint district No. 10, town of Springfield, was joined with joint district No. 9, of Albion. The new district is known as joint district No. 9, of Albion. One team is provided to transport part of the pupils.

Joint district No. 1, Curran, transports its pupils to joint district No. 4, of Hixton.

District No. 5, Knapp, provides one team for part of its pupils.

*Jefferson County.* The children in district No. 3, joint, Sullivan, attend school in neighboring districts. In district No. 9, Aztalan, the children are sent to the city of Jefferson.

*Juneau County.* District No. 2, Clearfield has closed its school. The pupils are sent to Camp Douglas.

District No. 2, Finley, has closed its school and the children attend a neighboring school in another county.

*Lafayette County.* District No. 7, town of Shullsburg, has closed its school and the pupils attend the school in the city of Shullsburg.

*Langlade County.* District No. 3, town of Vilas, closed its school for two years. It is now reopened.

District No. 5, town of Elton, has two families living at a great distance from school. Each parent is paid a certain sum of money to transport his children.

*Lincoln County.* Two schools in town of King are closed and pupils are transported to another school in same town.

One school in the town of Tomahawk is closed and pupils transported to graded school in town of Bradley.

One School (Herman School) in town of Bradley closed and children transported to graded school in same town.

Rigs are employed in each of these cases.

Arrangements are made with parents to transport their own children in many of the outlying portions of districts in the county. A small rig is used to transfer part of the children living in District No. 2, town of Tomahawk, to the school in that district.

*Marathon County.* In district No. 5, town of Maine, one rig is used to transport children to the school in their home district.

*Marinette County.* District No. 3, Niagara, transports children to its home school.

Same is true in District No. 1 and District No. 5, Porterfield.

*Outagamie County.* District No. 7, town of Ellington, was consolidated with district No. 4, of the same town several years ago. The new district is known as No. 2. No transportation.

*Ozaukee County.* District No. 5, Cedarburg, has closed its school. The pupils are attending in surrounding districts.

*Pierce County.* District No. 10, joint Rock Elm, has closed its school. One rig is used to transport the children to No. 11, a graded school, of the same town.

*Polk County.* District No. 4, Balsam Lake, sends its children to 3 adjoining districts. No transportation.

In District No. 3, joint West Sweden, one rig is used to transport children to their home district. (Village of Frederic).

Joint District No. 7, Clear Lake, pays tuition and has one rig to transport children to the village graded school at Clear Lake.

*Price County.* Four districts consolidated in the town of Brantwood. One school closed. One wagon used to transport children to a new graded school. (See p. 11).

*Racine County.* Two schools in the county are closed. The children walk to neighboring schools. No transportation is furnished.

*Rock County.* District 9, town of Turtle, was divided among three other districts several years ago.

Joint District 14, Bradford & Darien, has had no school several years. The few pupils go to neighboring schools.

District 3, town of Janesville, has had no school for many years. Children go to most convenient schools. Two other schools not far off.



District 10, town of Union, closed school several years ago. Two other schools near and scholars few.

District 2, town of Union, transports 26 children to Brooklyn at cost of \$430 dollars for transportation and \$130.38 for tuition.

This last district is the only one in the county paying any transportation. They have kept this up for a good many years.

*Rusk County.* Transportation has been provided in the following districts: No. 1 Dewey, No. 1 Lawrence, No. 1 Marshall, No. 1 Hawkins.

*St. Croix County.* No. 5, Stanton, has been closed. Children are transported to village of Star Prairie.

The school in District No. 1 has been closed and the children attend the Roberts school.

One rig is used by District No. 5, joint Star Prairie, to transport children to its own school.

The school in District No. 4, town of Warren, has been closed. Children are attending school at Roberts.

The school in District No. 5, town of Richmond, has been closed and are transported to the City of New Richmond.

The school in District No. 8, town of Hammond has been closed and children are attending school at Hammond.

The school in District No. 4, town of Troy, has been closed and children are attending school at River Falls.

*Sauk County.* District No. 7, town of Baraboo, transports its children to one of the ward schools in Baraboo.

*Taylor County.* District No. 3, Deer Creek, has closed its school.

*Vilas County.* Eagle River has six rigs from the outlying country although four country schools are maintained. Farmington runs three transportation rigs; Conover, one.

*Walworth County.* District No. 2 and district No. 4, of the town of Linn, have been formed into one district. The district maintains a state graded school at Zenda. (See p. 11, Fig. 6).

Districts No. 4 and 6, town of Darien, have closed and pupils attend school at Darien and Allen Grove. No. 6 has opened its school again this year with thirteen pupils (1912-13).

Delevan city uses two rigs to transport pupils to its own school five months of the year. The district comprises nearly half of the town.

*Washburn County.* The Shell Lake District provides two teams and pays \$426 for transportation of children in outlying parts of their joint district. By so doing they avoid the necessity of providing extra schools.

District No. 1, Minong, paid \$86.90 for transportation.

*Washington County.* District No. 3, and 4, town of Jackson, are furnishing partial transportation for their children.

*Waupaca County.* No. 3, and 6, town of Weyauwega, have been closed. Pupils attend in the village of Weyauwega.

One rig is used to transport children to the school in the school in the village of Iola.

*Waushara County.* A district in the eastern part of the county uses one rig to transport part of the children to its own school.

*Winnebago County.* A school near the village of Omro, has been closed and the pupils are being transported to Omro.

In the following counties there have been no cases of consolidation; neither is there any transportation furnished at public expense:

Columbia, Crawford, Eau Claire, Green, Green Lake, Iron, Kenosha, Kewaunee, LaCrosse, Manitowoc, Marquette, Milwaukee, Monroe, Oconto, Pepin, Portage, Shawano, Sheboygan, Trempealeau, Vernon, Waukesha, and Wood.

There have been three instances in the state where districts have been dissolved and the territory joined to adjoining districts.

## CHAPTER IV.

## CONSOLIDATION OF RURAL SCHOOLS IN OTHER STATES.

From Mr. George W. Knorr's bulletin formerly referred to, we quote the following:

"Successful operation in 32 States furnishes ample evidence that geographically—which, in connection with this subject, relates chiefly to climate—there are no serious obstacles in the way of a much greater extension of the system. Consolidation is as successful in Idaho and North Dakota as in Florida, and serves the needs of the rural population of Louisiana as efficiently as that of Indiana and of Maine. The success of consolidation in sparsely settled sections of North Dakota and Florida tends to dispel the popular misconception that it is practicable only in densely inhabited territory. It is significant that, in the course of this investigation, not one case of the abandonment of a completely consolidated school was found. Two cases were observed where partially consolidated schools were abandoned after trial and a return made to the old system. Investigation disclosed that in both cases dissatisfaction was due to incompetent management of the transportation service. It may be laid down as a law that the success of a consolidated school depends largely upon the thoroughness and ease with which the conveyance department is managed. Free conveyance remedies very largely the dropping out of pupils before completing the eight primary grades, so common and so deplorable a condition in the district schools. The fact that under consolidation twice as many children in a community complete the eight grades as under the district-school plan is of immense educational and economic importance to State and nation. There results a direct contribution to national thrift through added industrial efficiency, greater intelligence, wider information, and higher citizenship."

In order to give the people of Wisconsin some information regarding the progress of consolidation in other states, the following summaries are given:

## COLORADO.

"While unfortunately not a great deal has been accomplished, a few schools of this type are in successful operation. The first case of consolidation known to the writer occurred at Fountain, El Paso County, a decade or more ago. This school is still being conducted on this plan with free transportation of children from the out-lying

districts. More recently consolidated schools have been established in the Unity District, at Vineland and at Rye, Pueblo County, and at Loma, Messa County. \* \* \*

Many parts of Colorado offer especially good opportunities for consolidation, and the movement should receive the sympathetic and hearty co-operation of all who have at heart the welfare of our rural schools. We do not have to encounter nearly such serious obstacles in the way of extremes of climate and bad roads as are to be found in a number of states where consolidation has made greater progress."—Colorado Bulletin.

#### CONNECTICUT.

From the report of the State Superintendent for 1910-11 we quote the following:

"The reduction of population by reason of small families and the drift to the cities has brought it about that schools which enrolled 50 to 80 children fifty years ago have dwindled down to 5 or 10. The parallel reduction in taxable property has produced a financial, side by side with an educational, difficulty.

Consolidation has not proceeded systematically in this state. There are five towns in which there is one school. \* \* \* During the last year 2,292 children have been transported at the expense of \$46,280.02, and 79 schools have been closed.

Notably the town of Washington has within the last year united its schools, so that now there are but two school houses to which children are transported.

Three methods of paying for transportation are:

(1) Payment is made to parents, who determine the method of conveyance. This is not satisfactory.

(2) Trolleys or regular conveyances like stages are brought into service.

(3) The most common method is the school wagons.

The contract is awarded annually to a suitable person who makes the lowest bid. The drivers are sometimes bound by their contracts to specific duties.

The cost varies from ten cents a day per child paid to parents to \$2.50 per day paid to persons who own the horses and wagons. Some towns own the teams. The school committees define the routes. The longest route in the state is four miles. Sometimes children must walk to the school route to meet the wagon, but usually the children are carried from their doors.

The expense of transportation economically and safely worked is not greater than the expense of continuing many schools. Transportation of a dozen or more scholars will cost from twelve to eighteen dollars a week. The fuel, incidentals and teachers' wages of a good school will amount to about the same sum.

\* \* \* \* \*

The testimony of experience is that when the roads are fair, the distance not too great, consolidation and transportation mean better schools."

The secretary of the Board of Education in a personal letter adds the following significant paragraph:

"We find that good organization and good teaching are more important than consolidation. Accordingly our main effort is not directed to consolidation."

This statement again reinforces what has been previously said in this bulletin, namely, that there are other phases of the rural school problem besides that of consolidation.

#### DELAWARE.

The following letter was received from Hon. Theo. Townsend:

"Replying to your request for information along the lines of consolidation of schools I will say that

Delaware has not yet made any laws to compel the consolidation of rural schools but we have a law which permits two or more districts to meet and vote upon the question, 'Shall the district be united with another district, etc.'

Under this law several districts have united, and the result has been satisfactory to each district interested.

None of these united districts have made provision for hauling the pupils to and from the consolidated schools, but we are working upon a measure to present to the next session of our legislature, which will make general laws to carry rural consolidation into effect, and also have the children delivered and taken back from the school."

#### IDAHO.

A letter from Supt. Grace M. Shepherd gives us the following information:

"We have a number of instances of consolidated schools where most excellent work is done, and they are among the best, I believe, in the country. The district at Twin Falls, Idaho, is the largest. They have recently completed the main part of a new high school building, and when the entire building is finished it will be one of the finest and best equipped in the state. \* \* \* \* \*

When we consider that the Twin Falls school district was organized in 1905, this new building with all its equipment seems like a fairy tale. The district has an area of 42 square miles. Seventeen wagons bring 325 pupils each day from the homes on the rich farm lands. Forty-eight teachers are employed, all of whom are university or normal graduates with several years' experience.

The school at Jerome, Idaho, is not so large but is rapidly growing along the same lines. They have a good brick building containing eight rooms, with recitation room and office. At present a three years' high school course. Next year will have the four years' course. This district has an area of 220 square miles; total enrollment, 383, with average daily attendance of 339. Eleven wagons convey the pupils to and from school. Each driver keeps a complete report which is handed to the superintendent at the close of each week. At Burley, Idaho, where they have 9 wagons the drivers report each morning concerning the children taken home the night before and the ones brought to school. In no place have they had trouble with their drivers and in several instances the older boys in the high school, who are country lads, are the drivers.

The children from the rural communities are having the advantages educationally that would be impossible in a small district. The

consolidated plan gives them these advantages. We feel that consolidation even though in some places more expensive than a smaller school, is a good thing, as it affords an opportunity for a good education."

#### INDIANA.

A somewhat careful study of the subject throughout the country leads one to believe that Indiana has done more in consolidation than any other state in the union. The reason that this state has been able to accomplish so much is that the country school system is based upon the township unit of organization, with one man (the township trustee) in charge of all the schools in the township. For example, in a township six miles square one usually finds six to eight schools. Instead of eighteen to twenty-four school officials as in all states in which the district system is in vogue, one man looks after the interests of all these six or eight schools. He erects the school buildings, keeps them in repair, selects teachers, fixes their salaries, etc. In fact, he does everything that is done for public education in that township. The trustee of the largest township in Indiana employs fifty teachers. He keeps all school buildings in repair. In Wisconsin, Illinois, Minnesota, Michigan and in fact all of the states in which the district is the unit, it would require 150 men to do the work in a township of this size. It is much easier for the county and state superintendents to deal with one man than with 150 men. It will be many years before we can have consolidation in Wisconsin so long as the district is the unit of our Country School system.

For a number of years the township trustees in Indiana were engaged in organizing township high schools, when in 1908 there were almost 1,000 of these schools in the state. The country boys and girls attended these high schools from two to four years. In the early part of this movement of organizing high schools, patrons who sent their children to the township high schools requested the trustees to allow them to send their younger children in the same conveyances. These requests were often granted and the children recited in the grades, while their older brothers and sisters recited in the high schools.

This movement grew so rapidly that the enrollment in large numbers of the district schools near the high schools was reduced to such an extent that the trustees in many instances

decided to "abandon" these small schools and transport the children to the township high schools. In this way consolidation began.

The legislature of 1903 enacted a law providing that when two-thirds of the patrons in any district petitioned the township trustee for the abandonment of the district school and the transportation of the children from such abandoned school to the township high school, the trustee was compelled to carry out the provisions of the petition. Under this law, several hundred small schools were abandoned.

The legislature of 1907 passed an act providing for the discontinuance of all township schools with twelve pupils or fewer, and for the transportation of pupils. The act also permits the abandonment of schools with fifteen or fewer. In all cases of abandonment the trustees are required to furnish free transportation in sanitary wagons for all pupils from the abandoned schools to the central schools. The drivers of the wagons are held responsible for the safety and conduct of the children to and from the central schools. The following is the exact wording of the law:

Section 1. Be it enacted by the general assembly of the state of Indiana, That the township trustees shall discontinue and abandon all schools under their charge of which the average daily attendance during the last preceding school year has been twelve (12) pupils or fewer; and said trustees may discontinue and abandon all schools of which the average daily attendance during the last preceding school year has been fifteen (15) pupils or fewer; Provided, The conditions as to roads, streams and bridges permit of such discontinuance.

Section 2. It shall be the duty of the township trustees to provide for the education of such pupils as are affected by such or any former discontinuance in other schools, and they shall provide and maintain means of transportation for all such pupils as live at a greater distance than two miles, and for all pupils between the ages of six (6) and twelve (12) that live less than two miles and more than one mile from the schools to which they may be transferred as a result of such discontinuance. Such transportation shall be in comfortable and safe conveyances. The drivers of such conveyances shall furnish the teams therefor, and shall use every care for the safety of the children under their charge, and shall maintain discipline in such conveyances. Restrictions as to the use of public highways shall not apply to such conveyances. The expenses necessitated by the carrying into effect the provisions of this act shall be paid from the special school fund of the township.

Section 3. All laws and parts of laws in conflict herewith are hereby repealed.

This law was the means of closing about 1,200 country schools during the first year after its enactment. It eliminated one of the obstacles that had stood in the way of equal educational opportunities for town and country children.

In that state, as stated above, the township is the unit of the school system. The interests of the township are generally common. With strong teachers in the central school, capable of taking the initiative in adjusting the school work to the needs of the community, etc., it is safe to say that this law was a long step in the direction of putting the country child upon the same plane with the city child in school advantages, and in a good many respects the country child as a result of this law has superior advantages. The following are the statistics on consolidation in Indiana for the two years ending July 31st, 1908. While consolidation has doubtless grown a great deal since this report was made, these are the last figures available:

## STATISTICS ON CONSOLIDATION.

A. The Small School.		
1. Number of schools in state with 12 pupils or fewer		350
2. Number of schools in state with 15 pupils or fewer		739
3. Number of schools in state with 20 pupils or fewer		1,755
B. Number of Schools Abandoned.		
1. Number of all schools abandoned prior to the opening of schools, September 1, 1907.....		1,261
2. Number of schools abandoned between September 1, 1907, and October 1, 1908.....		350
3. Total number of schools abandoned in state.....		1,611
C. Consolidated Schools.		
1. Number of schools transported to other district schools .....		533
2. Number of schools transported to town or city schools .....		598
3. Number of consolidated graded schools made up of two district schools.....		251
4. Number of consolidated graded schools made up of three district schools.....		65
5. Number of consolidated graded schools made up of four district schools.....		25
6. Number of consolidated graded schools made up more than four district schools.....		45
D. State how many of the above include high school work.		
1. Number of consolidated schools providing one year high school work.....		19
2. Number of consolidated schools providing two years high school work.....		52
3. Number of consolidated schools providing three years high school work.....		111
4. Number of consolidated schools providing four years' high school work.....		122



E. Transportation in County.

1. Number of children transported.....	19,109
2. Number of wagons used in transporting children.....	1,116
3. Cost per wagon per day.....	\$2.07
4. Total cost of all wagons per day.....	\$2,304.50
5. Number of pupils transported in private conveyances.....	2,409
6. Number of children transported by interurban cars.....	458
7. Number of children transported by steam cars..	47

F. Number of Children Transferred for School Purposes.

1. Number transferred for grade work in cities and towns.....	7,244
2. Number transferred for high school work in cities and towns.....	5,815
3. Total number transferred.....	13,059

The people in Indiana are pleased with consolidation. Very few of them ever petition the school officials to return to the old district school system. Consolidation has brought longer terms, a better graded system, better equipment, better qualified teachers, high school privileges for the country children, and work in Agriculture and Domestic Science. Splendid sanitary buildings have been erected in hundreds of country communities. The country children therefore enjoy just as good advantages in every way, as the children in the city enjoy. Consolidation has tended to bring about equal opportunity to all the children in that state.

IOWA.

The Iowa Educational Directory for the school year 1911-12 gives the following statistics regarding transportation of pupils in that state:

TRANSPORTATION—SUMMARY OF STATISTICS

County Superintendents' Reports, June 30, 1911

Number of corporations receiving pupils from closed schools.....	40
Total number of schools closed.....	99
Number of corporations in which pupils are transported at public expense.....	27
Number employing hacks.....	25
Number of hacks employed.....	75
Amount paid for transportation in hacks.....	\$24,805.98
Average paid for each hack.....	\$330.75
Number of pupils transported in hacks.....	1,159
Average cost per pupil.....	\$21.40

Number of pupils providing self-transportation at public expense .....	32
Amount paid for same.....	\$480.00
Average per pupil.....	\$15.00
Number providing self-transportation without expense to district .....	333
Total number transported by districts.....	1,191
Total paid for transportation.....	\$25,433.98
Average cost per pupil transported at public expense.....	\$21.35

#### KANSAS.

A bulletin of information regarding the consolidation of rural schools was issued by Supt. E. T. Fairchild in 1908. From this bulletin we quote the following:

"The first school of this type was established in this state in 1898, although the preparatory steps were taken in 1896, a special law provided in 1897, and the schools of Green Garden township, Ellsworth County consolidated in 1898.

"Since then the movement has developed in this state until, in 1907, some twenty counties have consolidated schools, numbering in all 27 schools. In addition to that number 130 school districts discontinued their schools and transported their pupils to other districts.

"While those schools that were discontinued do not come under the law for consolidation, the effect has been the same. It is hoped that the plan of discontinuing the smaller schools and sending the pupils to other schools will be adopted quite largely. The natural result would be the disorganization of the small districts and consolidation to form strong schools.

"Quite a number of large, strong, consolidated districts are now in process of formation. However, not enough schools of this type have been established in the state to offer the proper object-lesson. While the consolidation of two districts is an improvement, the full result and benefits are not reached short of the formation of large consolidated schools of three or more teachers."

The bulletin contains facts regarding several consolidated schools in the state including a comparison of the old schools with the new.

The following letter from Supt. Fairchild, dated Sept. 23, 1912, gives the latest information regarding the consolidation in Kansas:

"I do not know of any special word that I have to add to our latest published report of the progress of consolidation in Kansas. However, I submit the following in the hope that it may be of some slight service:

"Over 6,000 children are now attending the consolidated schools in Kansas. In a great majority of these schools a certain amount of high school work is being done, in some cases four years work being carried. Wherever established consolidation has proved a complete success. Patrons are satisfied and the results in increased

attendance, in enlarged opportunity for the pupils and in the neighborhood interest have more than justified expectations.

"Here as in other places the progress has been rather slow. Then, too, the force of tradition and custom forms a strong obstacle in the way of the rapid formation of consolidated schools. However, wherever these changes have taken place the patrons are enthusiastic supporters of the plan. I know of no solution of the rural school problem that promises so well and so much as that of consolidation."

#### KENTUCKY.

Supt. Barksdale Hamlett gives the following information regarding consolidation in that state:

"The Legislature of this state which adjourned during the month of March, enacted a law providing for funds for transportation and consolidation of schools. There is considerable agitation in the state at present concerning this question and I am anxious to secure all possible information."

#### MAINE.

The following statistics published by the State Superintendent in 1908, show the extent of the movement in that state:

Amount spent for the conveyance of children.....	\$94,683.73
Number of pupils conveyed.....	5,613
Average cost per pupil.....	\$16.86
Number of pupils conveyed from discontinued schools.	4,092
Number of pupils boarded near or conveyed to one-room schools .....	3,548
Number of pupils boarded near or conveyed to graded schools .....	2,195
Number of abandoned one-room school buildings.....	616
Number of occupied one-room schools.....	2,398
Minimum number to which one-room schools could be reduced .....	2,080
Number of schools having average attendance of less than 8 continued by vote of town.....	206

According to the report there are instances where the children are boarded at public expense. The report shows that during the school year of 1907-08 there were 130 pupils boarded at a total cost of \$2231.02, the average per pupil being \$17.16.

#### MASSACHUSETTS.

Massachusetts led the way in the development of the district school system, and it was also the first state to attempt the consolidation of schools. As early as 1869 Massachusetts passed a law which provided for the transportation of pupils to and from

schools at public cost. In 1857 consolidation was complete in one township; since that time, the movement has spread throughout Massachusetts, thence to the neighboring states, and on from state to state until at the present time consolidation is being considered by every state in the union.

EXPENDITURES FOR TRANSPORTATION OF SCHOOL CHILDREN IN MASSACHUSETTS PUBLIC SCHOOLS, 1898-1911.

1898-99 .....	\$127,409.22
1899-00 .....	141,753.80
1900-01 .....	151,773.47
1901-02 .....	165,596.91
1902-03 .....	178,297.64
1903-04 .....	194,967.35
1904-05 .....	213,220.93
1905-06 .....	236,415.40
1906-07 .....	252,451.11
1907-08 .....	265,574.09
1908-09 .....	292,213.33
1909-10 .....	310,422.15
1910-11 .....	329,857.13

MINNESOTA.

A letter was written to Rural School Commissioner E. M. Phillips, in which the following questions were asked:

"1. In general what progress has been made in the matter of consolidation among the rural schools in Minnesota?

2. What legislation has been enacted in Minnesota recently that has helped the matter of consolidation?

3. From your observation what has been the success regarding the transportation of children?

4. Have there been any rules and regulations by the state department regarding the matter of transportation?

5. As a rule how long are the routes and how long does it take to drive this distance?

6. Have you found any opposition to the plan on the part of the parents?

7. What has been the effect on the attendance?

8. Has the state made any specifications regarding transportation wagons?

9. As a rule how are the children protected against the cold? How are the wagons heated?

10. In general what is paid the drivers? Do the drivers furnish the wagons?

11. What other information have you that you think will be of value to our Wisconsin readers? Also give any suggestions you may think of regarding difficulties that you have encountered because of imperfect laws."

Inasmuch as conditions in Minnesota are very much the same as those in our own state, the information given in the reply to

these questions is especially valuable. The following letter was received from Commissioner Phillips:

"I am glad to reply to yours of July 1st and I trust that the information may be of use to you. I may beg the privilege of imposing upon you for information sometime before our biennial report is made up.

First—Since the passage of the Holmberg act, April 1, 1911, there have been effected about 50 consolidations in Minnesota, varying in number from two to eight districts apiece. During the previous eleven years, under the old law, only 9 consolidations had been effected, altogether.

Second—The Holmberg act, is the consolidated school law for Minnesota. You will notice the aid features provided for by this law, and the inducement offered to districts to consolidate because of it. I send you, in this connection, a copy of the rules and regulations, showing that the requirements for schools of this kind are as high as for the best high and graded schools in the state.

Third—I made quite an extensive investigation of the transportation problem this spring, interviewing many farmers at their homes. As a result of this I may say, briefly, that I found no case where children had suffered in safety or comfort through transportation, this year. I found some flaws in the handling of the problem, but no difficulties which could not be readily remedied and which will be cared for the ensuing year. May I add that we have all possible conditions, favorable and unfavorable, for the transportation of children in the districts undertaking this work in Minnesota this year.

Fourth—The only regulation of the State department regarding the transportation is the establishing of a standard conveyance for this purpose. I enclose herewith the specifications for this van. In addition to this, the Department has ruled that no children shall be transported over six miles, and strongly recommends that no project be undertaken where any child must be carried over five miles.

Fifth—We have no routes over six miles long, and very few of those. The average length of route is a trifle over four miles. The reports show that during the worst roads the wagons drive about four and a half miles an hour, when the roads are in good condition about five and a half miles an hour.

Sixth—Nearly all of the opposition to transportation on the part of the parents preceded a trial of the plan. Generally speaking, I found that opposition which existed previous to consolidation has entirely disappeared after a year's trial.

Seventh—Attendance has been measurably improved. In some cases from 70 per cent. to 94 per cent., although the average would not be so high as that—probably from 80 to 90.

Eighth—I have stated above that I am sending you a copy of our specifications for conveyance.

Ninth—The wagons are very warmly built, and in addition to this, we are strongly recommending the use of charcoal foot warmers, although this is not as yet required. In some places oilstoves and in others airtight sheet-iron stoves have been tried, but these are generally considered a source of danger to the children.

Tenth—The lowest salary paid to a driver is \$15 a month. This has been paid this past year to a boy driver, but the practice will not be sanctioned by this Department. The highest salary paid is in the northern part of the state, where team hire is extremely high. On one route \$75 per month was paid. The average for the state this year is a little less than \$45 per month. The drivers in no cases furnish the wagon. This is the property of the district,

Eleventh—I have very little complaint to make of the Holmberg law in operation. There are some very minor points in it that need changing, for the sake of clearness. Otherwise I believe we have hit upon an excellent plan for the encouraging of the combination of one-room schools into central schools of from two to twenty rooms.

Sincerely yours,

E. M. PHILLIPS,  
Rural School Commissioner.

#### MISSOURI.

From a bulletin issued by the University of Missouri we quote the following:

"A number of attempts at consolidation have been made in this state. According to the 1910 report of the State Superintendent of Public Schools, there are eighteen consolidated districts. These districts are located in ten different counties of the state. Some have consolidated for high school purposes only, while others have consolidated their grade schools."

A more detailed account of some of the particular schools is also given, after which the bulletin continues as follows:

"Thus we see that Missouri has both kinds of consolidated schools, i. e., consolidated schools for high school purposes only, as in Jackson County, consolidated schools for grade school purposes, as in Dade County, or for doing both grade and high school work, as in Clifton Hill in Randolph County."

#### MONTANA.

The following letter was received from Supt. W. E. Harmon:

"Replying to your favor of May 1st we will state that the consolidation of schools in this state is practically new. We have some schools that have consolidated, and we expect a great many more to consolidate next year. We have no literature on consolidation that we can send you. We send you however, copy of our bill providing for consolidation."

The law referred to, which provides for the payment of public money for the transportation of pupils, was enacted in 1911.

#### NEW YORK.

The following letter was received from Hon. Frank B. Gilbert:

"I have your letter of the 6th. It would be impossible for me to give you any definite information as to the number of schools that have been consolidated in the state of New York. Consolidation is usually brought about prior to the establishment of union free school districts. Union free school districts are those in which secondary schools are maintained. These districts have been in existence in this state for a number of years. Our records in respect to these districts were destroyed in the Capitol fire. Papers estab-

lishing union free school districts are required to be filed in the office of the Department. Where common school districts are consolidated the orders of consolidation are filed in the town clerk's office and the Department has no record of the consolidation."

#### NEBRASKA.

A bulletin dealing with the subject of consolidation was published by the department of public instruction in 1910. This bulletin gives a description of one of the consolidated schools of the state, and gives information regarding consolidation and transportation in various parts of Nebraska. The following letter from Supt. James E. Delzell shows the status of the consolidation movement at the present time:

"But little has been done in the state of Nebraska since the consolidation bulletin was printed on account of a defect in the law. About the time the consolidation bulletin was published several schools in this state were consolidated and they agreed to transport their pupils free of charge. However, after the consolidation was completed at the next annual meeting they could not get the required two-thirds vote to permit the school board to pay for the transportation of pupils residing in the remote parts of the district; hence, very few schools have been consolidated since that time. I am sorry we are not able to give you definite statements in regard to this matter. We hope to have the law modified at the next session of the legislature so schools may be consolidated and children receive the benefits therefrom."

#### NORTH CAROLINA.

North Carolina has just published a most excellent bulletin on the subject of consolidation of schools. The bulletin has been prepared by L. C. Brogden, State Supervisor of rural elementary schools, and gives a thorough discussion of the whole subject. The following extracts from this bulletin indicate the progress of the movement in the state:

"Consolidation of schools is not a new thing in North Carolina. Hundreds of small school districts have given way within the last ten years to larger ones. The work of consolidation is still going on in some counties, but at a slower rate generally, perhaps, than at any time within these ten years. Consolidation of districts has possibly not kept pace with some other phases of our educational progress because it was necessarily limited to reasonable walking distance from the school house until the amendment of the school law in 1911 provided specifically for transportation of pupils.

Public transportation of pupils is a new undertaking among us. With the exception of a few wagons operated in Wake, Cumberland and Rockingham counties last year, it has not been undertaken, so far as I am informed. The last General Assembly, in recognition of the successful experience of other states in transporting a large num-

ber of their children at public expense, made provision for counties in this state, in which conditions are favorable therefor, to undertake this work."

After discussing the union school of North Carolina which is a school resulting from the union of two or three districts the following statement is made:

"During the past ten years this type of school has absorbed practically twelve hundred small and unsatisfactory one-teacher schools in this state. But even the formation of this simplest type of consolidation has by no means been pushed to the fullest extent. Approximately seventy-five per cent of all the rural schools of the state are yet one-teacher schools, a large number of which are inefficient and might, without much difficulty be transformed into consolidated schools."

Another extract from the same bulletin is given on p. 23.

#### NORTH DAKOTA.

A reprint from the Quarterly Journal of the University of North Dakota (July, 1912) gives information regarding the consolidation movement in that state. From this publication the following quotations are made:

"The movement for consolidation is comparatively new in North Dakota. Our oldest consolidated schools were formed only nine or ten years ago. The first time the North Dakota Educational Association went on record with a resolution in favor of this change in our common school system was the Grand Forks meeting in December, 1905. Our attitude toward the question has not even yet advanced very far beyond the vacillating stage. While the majority of our school men advocate the movement, it is generally done only in an academic manner, and very few of them make an earnest effort for concrete results even when they have the opportunity. What may be accomplished in the space of seven or eight years when an active superintendent champions the cause may be seen in the counties of Rolette, Ramsey, McHenry, Cavalier, and perhaps a few others.

"Our policy upon the subject as embodied in our school laws still lacks comprehensiveness and consistency. We touch the problem only in spots, and continue in full force the oppositive movement, namely the establishment of more schools of the old type. \* \* \*

"Chapter 35 of the General School Laws of 1911, granting state aid to consolidated schools, provides that "A Consolidated School, within the meaning of this act shall be one organized in accordance with section 832 of the revised Codes of 1905." This section reads as follows: "The district board may call, and, if petitioned by one-third of the voters of the district, shall call an election to determine the question of conveying pupils at the expense of said district to and from schools already established, or of consolidating two or more schools, and of selecting a site and erecting a suitable building, or of making suitable additions to buildings already erected to accommodate the pupils of schools to be vacated. A majority of the votes cast at such election decides the question affirmatively, and it then becomes incumbent on the board to make all necessary arrangements to carry out the decision of the district.

"There are ninety-five schools in the state that have been formed by combining two or more schools into one, or that transport pupils



at public expense, and where at least one of these features has been adopted by popular vote as here provided. These are the schools that are recognized in law as consolidated schools.

"There are 274 schools in the state where pupils are transported at public expense in accordance with the provisions of this clause. Fifty-nine of them are often called "Consolidated" schools, as in the case of Lakota and McVillie in Nelson County, the former paying \$709 for the transportation of pupils last year. These and many others serve a larger territory and more pupils than certain other schools where people have taken a formal vote and that are recognized in law as the only genuine article in the way of consolidation.

\*.\*.\*

"The transportation of pupils to the central school presents the greatest problem in connection with our subject. In all cases, the children residing more than a reasonable distance from the school must be transported by proper conveyance and returned to their homes at the end of the session in the same manner. This usually entails a large item of expense which is at once objected to by those who favor the continuance of the old system. However, when we consider how very small most of our schools are, and how inefficient, it may well be claimed that they are even more expensive and certainly far more wasteful than the new type.

"There are many methods of dealing with the transportation problem that prevail in the state, and we shall treat them very briefly under two heads:

1. Public Transportation. Pupils are transported by public conveyance, usually a covered bus, at the expense of the district. It generally requires four or five rigs for a fairly well settled township, and the payment ranges from \$25 to \$60 a month for each. A good illustration of this system is found in Logan Center, Grand Forks County, where five busses are employed at a cost of \$40 a month for each. In Logan Center and many other cases the busses are owned by the districts and only the drivers and horses are hired, but in still other instances the wagons as well as the horses are furnished by the drivers.

2. Family Transportation. Parents are made responsible for the transportation of pupils, and may be paid by the district or not. Family transportation is practiced in North Dakota under four forms, namely:

(a) All pupils in the district receive a fixed amount for each day's attendance ranging from ten cents a day in some districts to twenty-five cents in others."

(b) The allowance for transportation is graduated according to distance from school and varies from five cents to twenty-five cents per pupil for each day's attendance."

(c) In some districts the parents that live very far from the school are paid a stipulated sum for all the children in the family. In the Sheldon district, Ransom County, one family is paid \$5 per month and another is paid \$2, and all others bring their children free of charge."

(d) All parents transport their children free of charge to the district. This is, no doubt, done in many districts and it is now the practice in the Webster School, of which Superintendent J. C. West writes as follows: "We do not pay people for having their children educated. The merchant does not pay patrons living more than two miles away to come in. If their farms are far from school it is unfortunate, the same as if they are far from the elevator. Besides, there are no farmers who do not have an idle horse that can be put to this use with very little expense to them, but a system of pay increases taxes greatly. These are the arguments we use and

they have worked, but they would not work everywhere. We at first ran busses at public expense also, and if any person now insisted on enforcing the law (a poor one) and would not listen to reason, we would pay him."

Although there may be objections to any and all of these methods of transportation, it is plain that the difficulties can be overcome, and that they will be met successfully by all except those who fail to recognize the short comings of the present type of school."

#### OHIO.

The State School Commissioner of Ohio says that the educational people of the state, as well as the citizens, are greatly interested in the subject of consolidation, and they are working with a view to securing state-wide consolidation of schools. In Ohio, the term "centralized" school is generally used. The first centralized school was established in 1892. Since that time, the General Assembly of Ohio has passed a number of measures designed to secure centralization or consolidation of schools in the state. There are now about two hundred such schools. The aim of the laws in Ohio is to secure for pupils of the country schools as good educational equipment, course of study, and efficient teachers as are found in the village or city schools.

Experience in many of the townships in Ohio has shown that under the plan of centralization or consolidation the per capita expense on the basis of enrollment and of daily attendance has decreased. In Madison Township in Lake County, the decrease was from \$16.00 to \$10.50 on the basis of enrollment, and on the basis of average daily attendance the decrease was from \$26.66 to \$16.07. The total expense has remained about the same as under the former system, which means that more children in the township are attending school now under the centralized plan than did formerly under the district school plan. The experience in other townships appears to be much the same as that in Madison Township. The conclusion reached by those who have investigated the matter is that the same money goes farther in producing an educated citizen under the new than under the old plan.

Professor Graham, of the State University of Ohio, who has been studying centralized schools, has made inquiry among the citizens of the state regarding their attitude toward centralization. These inquiries with the responses cannot fail to be of

interest to the people of Wisconsin, and some of them are given herewith.

How does the driver announce his coming?" "By blowing a horn," "Blows a whistle," "Halloos," "Doesn't announce his coming; children learn about his regular time of coming."

Does your child stand and wait for the wagon? Every reply so far is, "No."

Is it necessary to clothe your child as heavily for the winter trips as under the old plan? Seventy-five per cent answer "No." Fifteen per cent, "No difference," ten per cent, "Yes."

Does your child attend school more regularly than under the old plan? Eighty per cent answer "Yes," twenty per cent "See no difference."

Does your child show an increase in its interest above what it was under the old plan? Ninety per cent answer "Yes," ten per cent, "No."

Do your teachers show an increased interest? Ninety-five per cent answer "Yes." Five per cent answer, "No" and, "Notice no difference."

If it takes more time under the new plan than under the old plan, is it compensated for by better work? Eighty-five per cent answer "Yes," fifteen per cent answer "Can't say" and "No."

What effect has centralized or consolidated schools on the social and educational interests of the township? Most who answered said that there has been great improvement. One replied, "In the beginning it stirred up a great deal of trouble, but everything going along nicely now." A few replied, "No improvement; has not been established long enough to tell what it will do."

Did you object to centralizing or consolidating the schools? If so, what were your objections? Some answered, "I objected to the increase in taxes." "The route was too long."

In the main do you feel favorable toward centralized or consolidated schools today? Seventy-five per cent of those answering that they at first objected answered this question by saying "Yes." Some on the end of the longest routes answered "No."

#### OKLAHOMA.

In this new state there are several consolidated schools. A bulletin issued by Supt. Wilson gives some useful information regarding the process of the movement in this state. The publication has also some excellent suggestions concisely written in favor of consolidation. Detailed information concerning some of the consolidated schools is given. The following paragraph summarizes the points made:

"We have instituted a searching inquiry into the consolidated schools of Oklahoma, directing our inquiries to the superintendents of the counties and to the principals of the consolidated schools. Our questions covered not only the matter of cost, but the subjects of enrollment, attendance, transportation, efficiency, and the sentiment of the community toward the new system. With reference to the last named point, it may be said, in passing, that every report unequivocally asserted that the community would be unwilling to return to the old system."

Regarding the cost under the system of consolidation the following paragraph from the same bulletin contains some valuable information.

"The cost of the new system, as compared with the old, is the most difficult problem to deal with when the question of consolidation is broached. There are two ways of looking at it; the actual cost of maintaining the consolidated school, as compared with the actual cost of maintaining the schools which have been consolidated; and the cost of schooling for each pupil per day's attendance under consolidation, compared with the similar cost under the old system. We shall hereafter refer to this last as the per capita cost.

Briefly, it may be said that in Oklahoma experience has shown that the actual cost under consolidation is somewhat greater than under the old system, and that the per capita cost is materially less. In some parts of the United States it has been found that even the actual cost under consolidation is somewhat less; but this occurs where the rural schools have a very small enrollment and where the number of teachers may be reduced under consolidation. In Oklahoma the enrollment in the rural schools is relatively large, and it is impossible under consolidation materially to reduce the number of teachers, especially since consolidation invariably results in stimulating and enlarging the attendance. We believe the following is a conservative statement of the cost of maintaining a consolidated school of four rooms, including transportation of pupils. It is made on a basis of one hundred and fifty pupils.

Per Month.	
One principal .....	\$75.00
Three teachers .....	150.00
Five wagons .....	175.00
One janitor .....	25.00
Fuel and incidentals.....	20.00
Cost per month.....	\$445.00
For seven months.....	3,115.00
Less per cap. fund from state.....	225.00
	<hr/>
	\$2,890.00

This, counting the interest on the net investment of the district, would represent approximately a 5 mill levy on a valuation of \$600,000, or a 10 mill levy on \$300,000."

#### OREGON.

The following letter from Mr. A. D. Foster, the superintendent of schools in Stevens County, indicates that consolidation is making progress in that state.

"Replying to your inquiry will say that there are eight consolidated districts in Stevens county. For the most part these are a consolidation of two districts, but in two instances there were three districts consolidated and in one other four. Some of these districts run as many as three vans for transportation of pupils.

Our principal difficulties in consolidations are distance in transporting pupils and poor roads. I shall be glad to answer any questions you have to ask concerning these consolidated districts."

State Supt. L. R. Alderman writes as follows:

"We have several consolidated schools that seem to be prospering. The thing we have, however, which appeals to me most is our Rural High Schools."

Note: Supt. Alderman has published a small pamphlet entitled "School Industrial Credit for Home Industrial Work." It contains some excellent suggestions.

#### PENNSYLVANIA.

From Supt. Nathan C. Shaeffer the following communication has been received:

"I regret that we have no literature on the consolidation of schools in the State of Pennsylvania. Our irregular and impassable highways and our mountainous districts have made consolidation a very difficult problem."

#### RHODE ISLAND.

The following letter received from Walter E. Ranger, the Commissioner of Public Schools of the state of Rhode Island, indicates the progress of the movement in Rhode Island:

"The consolidation of schools in Rhode Island has almost ceased to be a problem. It has been carried as nearly as far as possible, since only seven per cent. of our children are in rural communities. The question is relatively less important in Rhode Island than in some other states. We have several good examples of union of schools. Several small schools have merged into central schools already existing. In a few cases three or four schools have been united in a graded school of two rooms.

There has been no general movement throughout the state in this matter. These changes have gradually taken place from year to year and no complete statistics have ever been gathered."

#### SOUTH DAKOTA.

The following letter has been received from the state superintendent:

"Replying to your inquiry of May the 1st, will inform you that although we have a number of consolidated schools in South Dakota, we do not have any law which facilitates consolidation; on the other hand the establishment of consolidated districts is very difficult under our laws. There is, however, considerable agitation along the line of consolidation of schools in the rural districts, and the sentiment seems to be very strong for this kind of school. I have no doubt but that we shall be able to secure the enactment of a good consolidation law by our next legislature in 1913."

## TENNESSEE.

From the bulletin issued by the Department of Public Instruction we find that:

"the legislature by an act in 1903 required that the small schools should be abolished. Under this act it was estimated that fully 1,000 small schools in the state were discontinued and the report the succeeding year shows a large number of good houses were erected. \* \* \*

"While the act of 1903 did not immediately contemplate consolidation of schools as now understood—that is, the bringing together of many of these small schools by the use of the wagonettes and thus establishing a central graded school—it did pave the way for this kind of consolidation by educating the people to a better understanding of the great advantages of a large graded school over a small ungraded one, and at the same time brought about opportunity for better handling of the public school fund."

## TEXAS.

From the bulletin issued by the Department of Education we quote the following:

"Transportation of school children at public expense is already in operation in this state. In each of the three counties an entire school of twenty-five pupils is being transported to a large consolidated school. Wherever tried it has been found satisfactory in every respect. The next twelve months will witness the practice in probably more than a dozen counties.

## VIRGINIA.

The following letter has been received from Supt. J. D. Eggleston in reply to an inquiry regarding the progress of the consolidation movement in Virginia:

"Replying to your letter of Oct. 3rd, I am sending you under separate cover a booklet on "The Consolidation of Schools" issued by the Department of Public Instruction of North Carolina.

This gives a good deal of space, as you will see, to the consolidation movement in Virginia. We have nothing published here, and so I can only state to you in general terms, that we have been doing a great deal of consolidation for the last five years and the whole tendency in the State is to consolidate country schools. The attitude of the people has changed radically in regard to consolidation and they are getting more and more in favor of it, even where we cannot provide wagons at public expense.

We have between 250 and 300 wagons furnished by the school authorities. This consolidation movement started in 1906.

I am sorry that we have no specific data except what we might dig up from our reports.

The Bulletin issued by the North Carolina Department will, however, show you the success of the movement in this State."

## WASHINGTON.

The state of Washington has published an excellent bulletin on the subject of consolidation of rural schools. The following paragraph selected from this bulletin shows that the movement has made great progress in this western state. After giving a table showing all the consolidated districts in the state, the following summary is made:

"Consolidation has reached 31 of our 38 counties. There is a total of 120 consolidated districts in these counties, and 296 old districts have been used in the formation of the 120 consolidated districts. Even the opponents of consolidation will be obliged to admit that this system is assuming quite extensive proportions in this your state."

## CHAPTER V.

## LIMITATIONS TO CONSOLIDATION AND CAUTIONS TO BE OBSERVED.

1. *Area of the consolidated district.* It has already been mentioned that consolidation is impractical in many localities. There are places in Wisconsin where consolidation on a large scale, at least, cannot be effected. There are other places where consolidation may be feasible after the roads have been improved.

The possible area of a consolidated district will depend largely upon local conditions. As a rule the distance children are transported should not exceed five miles. In some cases where the roads are good, or where only a few children are transported, a larger territory may be taken in.

2. *We should not get the idea that consolidation is the remedy for all our school difficulties.* Consolidation can only make our school facilities better by bringing together a larger number of children, thus enabling us to manage the schools more efficiently and economically. The vital force, however, is the teacher. Along with the question of consolidation must go also the question of training the teachers. Simply to consolidate the districts and get the children together in larger numbers would be to transport the city schools into the country, a change which would be very questionable. The people of the state must realize that the improvement of their country schools depends more than anything else upon the proper training we give the people who are to teach in them.

It is not the intention to discuss this question in its fullness here. The training of teachers is another phase of this educational problem and needs to be taken up by itself. Reference is made to it here, however, in order that people may not put undue reliance upon the consolidation movement alone.



There are also other phases of the country school problem that need to be studied, such as efficient supervision, the courses of study, etc.

3. *We sometimes hear the argument advanced that consolidation will lessen school expenditures.* In some cases this is true. Where several small schools can be combined, the number of teachers materially reduced and transportation carried on at a reasonable expense, it will cost less under the consolidated plan. Where consolidation has been tried there have been cases where the cost has been reduced. In other cases the cost remains about the same, and sometimes it may even be greater. The great question, however, is not the reduction in the cost of our schools so much as increasing their efficiency. It has been seen that as a result of consolidation we can give our children a more thorough training in the fundamental branches, keep them in school longer, and make the work more practical. What we really desire in our school investments is to get the greatest returns possible from the money invested.

4. When we are consolidating school districts and thus organizing schools of several departments *we should be careful not to take the city school as our model.* The consolidated school should not be planned according to the city ward school. The country school should serve the country people. One of the arguments given for consolidation is that better teachers can be secured. At present most of the teachers in the graded schools are being prepared for their work in the normal schools. Thus far very few normal schools have paid any attention to the special preparation of teachers for schools located in country communities. As the country communities are consolidating their schools and thus making it possible to secure teachers who have been trained in the normal schools, the normal schools themselves should take cognizance of this fact, and introduce courses that aim specifically to train their graduates for leadership in rural communities. We must not forget that the character of the work done in the school depends almost entirely upon the teacher.

The people point to the fact that graduates from the grades in the city schools are deficient in preparation. This is in many cases true and the cause may be attributed both to the

school and to the home. In the city schools there is a general tendency to crowd the children too fast in their studies, and thus interfere with the natural development of their mental powers. City life easily becomes artificial. In consolidating schools we cannot be too careful to conserve the naturalness of country life.

5. Occasionally the argument is made that country children do not need as good schools as they do in the city, for these children are "only going to be farmers." This attitude, however, is disappearing so rapidly that no extended discussion is necessary to show the need for the best possible school for the country child. To deprive a child of an opportunity to develop is to thwart the will of the Creator.

6. When the consolidation question is discussed several objections are usually raised. Many of these objections are not serious and can be overcome. Some of them are the following:

a. *It is a hardship on the children.* In answer to this it may be stated that to a great many children it is a hardship at the present time. With proper wagons and careful drivers the children will have much better care when they are transported.

b. *The children need the exercise.* This argument does not apply to country children. They, as a rule, get all the exercise they need.

c. *It is not good for children to be herded together in a bus.* To this argument it may be replied that it is much better to have the children under the care of a man than it is to have them go along the road with no supervision. Anyone who has had a chance to observe has found that many improper things are said and done along the road when the children have no grown person looking after them.

d. *Children have to start from home too early in the morning.* Where the children walk a long distance they also have to start early and if the roads are bad they are tired out when they arrive at the school. If the longest distance any child has to travel is five miles the objection offered cannot be a very serious one. It may also be added that when transportation is furnished there is no loitering along the road. The children are taken directly to their homes and, as a rule, arrive there almost as soon as they would if they were walking a much shorter distance.

e. *Persons cannot be found to transport the children.* Wherever transportation has been adopted there have always been persons ready to take the job.

f. *Children will have to eat cold dinners.* In answer to this objection it may be stated that most country children are doing so now.

g. *The roads are poor.* Where the roads are poor it is difficult for the children to walk to school. The main consideration that must be made in regard to this objection is that the territory comprised in one district needs to be smaller.

h. *It will lessen the value of farms in the community if the school house is abandoned.* Nearness to a schoolhouse does not necessarily increase the value of the farm. It depends on what kind of a school the community has access to. If the school is a poor one it rather detracts from farm values. If the people in the community have access to a good school it increases the value of the farms in that community, even though that school may be at a distance.

7. While we are urging consolidation wherever feasible *we must not neglect the one-room school.* It has been mentioned before that even if consolidation is effected to its fullest extent, there still will be thousands of one-room schools. In the state of Indiana, where consolidation has made the greatest progress, there are still 7000 one-room schools. The one-room school, therefore, is a factor in our educational system that must be reckoned with. George W. Knorr makes the following statement in the bulletin previously referred to:

"It is apparent that in their respective spheres both forms of schools (consolidated and one-room) will always occupy an important place in our educational system.

"Communities not favorably situated as regards practicability of consolidation will see the necessity of building up a district school system on the most modern plan. Singularly the evolution of a consolidated school and the complete change of inherited and time-honored academic ideas concerning methods and purposes of education have fallen simultaneously within recent decades."

In this connection we are quoting from an address made by Supt. Howard A. Gass, at the meeting of the National Educational Association in Boston (see pages 275-276 report of N. E. A. 1910):

"I am an advocate of consolidated schools whenever and wherever it is possible to establish and maintain them. So far as my information goes, consolidated schools have met with universal ap-

proval. They offer opportunities that cannot be enjoyed by the students of the one-room school. They are growing in popularity and rapidly increasing in numbers. In my own state (Missouri), where we now have not to exceed twenty consolidated districts, I hope to see within the next two years not fewer than two hundred. But when all such schools have been established that conditions will warrant, there will still remain a large number, in fact, the larger number, of schools that must be taught in the one-room schoolhouse.

"Until recent years the one-room school was the only school known in rural communities. The country people in times past have been taught in such schools. A majority of country schools will continue to be taught in one-room buildings. Certain physical conditions in many rural communities make any other kind of school impossible. Impassable streams, bad roads, mountainous districts, sparse population make the one-room school necessary, in fact, the only school possible for communities so situated. Schoolhouses, whether one-room or more, should be situated so that every child may have an opportunity to secure at least the fundamentals of an education. It must be remembered that some of the best schools in rural communities are the one-room schools. Every school, wherever located, should give the child a chance to so develop and train his powers as to make the best use of his opportunities in his life-work. The one-room school should give the child a thorough understanding of the fundamentals of an education. The essentials should be taught, and well taught and that can be done by a good teacher in a one-room school as well as in a school of larger proportions. It is more necessary, probably, to have an expert teacher in a one-room school than to have such a teacher in a graded school. The teacher in the isolated districts must teach, and teach well, all of the subjects that the pupils of the school are capable of studying. The best and wisest management is that which secures for the one-room school the best teaching talent that a liberal community can provide and gives the pupils as many months of school and as careful instruction as can be had in the larger centers. The essentials should be so well taught as to enable the children of such communities to make their way in life should they not have opportunity to secure training in higher schools."

In all one-room schools it is important *to get teachers who have been well trained for their work*. Even the small school requires a strong teacher. The small school is not an easy school to teach. The teacher must be resourceful, and be able to make up for the lack of life due to the small number of children. In a small school it is possible to do individual work provided the teacher is capable of doing it. That excellent work can be done in the one-room school is a fact that every one will admit. The difficulty, however, lies in securing a properly qualified teacher.

No school board should neglect its duty because consolidation is not feasible or because the people are opposing the consolidation movement. School officers should keep in mind that it is their duty to give the children of the district the best

educational advantages possible. The schoolhouse should be sanitary and comfortable, no matter how few children may be enrolled. Special effort should be made to have the attendance as regular as possible. Where the teacher, school board, and patrons coöperate wonderful results can be shown. District No. 10, Platteville, Grant County, has the most perfect attendance record in the state although the enrollment of the



FIGURE 20.—SCHOOL GROUNDS, DISTRICT NO. 10, PLATTEVILLE.

This school has an enviable record for perfect attendance. The children and teacher are preparing the ground for a flower garden. See the "teeter." Children enjoy the playground and apparatus with which to play, such as swings, teeters, merry-go-round, sand pile, football, basket ball, parallel bars, trapeze, etc.

school has been comparatively small. During the year 1908-9 eight pupils were enrolled. Every pupil attended school every day for eight months with the exception of a six year old child who attended 138 days. The next school year ten pupils were enrolled. Nine of those attended every day during the eight months' term. One pupil five years old attended 100 days. During the year 1910-11 eleven pupils were enrolled. Six of these attended every day for nine months; two pupils missed one day each; one pupil missed two days. One child seven years old attended 165 days and another child five years old

attended 128 days. This record is given as an ideal for other schools to approach.

School officers should provide the necessary equipment for their school no matter what the enrollment may be. Good blackboard, supplementary readers, dictionaries, and other material necessary for the school work should be provided. Unless the proper equipment is furnished it is impossible to get good results even though the teacher may have plenty of time for instruction. Neither should the board and the teacher forget that the primary purpose of the school, no matter what its location or its size may be, is to aid the home in the bringing



FIGURE 21.—KOSSUTH AGRICULTURAL SCHOOL EXHIBIT.

Six Schools, Town of Kossuth, Manitowoc County.

up of the children. The teacher should study the community to ascertain the condition and the needs of the people, so that she can make the instruction as vital and as related to life as possible. An effort should be made to make the school a social center by bringing the parents into the school room to listen to children's programs and to discuss questions that are of interest to the older people. Some excellent descriptions could be written of gatherings of various kinds that have been held in the one-room schools of the state. These gatherings, moreover, furnish an excellent means for the discussion of questions of various kinds, among which is this question of consolidation. During the past year many of the farmers'

clubs of the state had discussions on this very topic. In many school districts fairs were held in the fall at which were exhibited agricultural products that had been raised by the pupils during the summer. Many of these fairs were held in one-room schools.

In closing the discussion of this chapter we urge that each community study its educational problems carefully, and try to secure for itself the best school possible. If consolidation can be brought about, the question should be discussed freely, the advantages described and the problems worked out. If consolidation is not feasible, the community should take steps to secure for itself the best possible one-room school. Under the law it is also possible to secure high-school facilities even though consolidation is impossible. This subject is discussed in another chapter.



FIGURE 22.—A MODEL ONE-ROOM SCHOOL BUILDING.  
Dist. No. 1 Joint, Town of Maiden Rock, Pierce County, Wisconsin.

## CHAPTER VI.

## CONSOLIDATION,—METHOD OF PROCEDURE.

For Wisconsin the following four statements are true:

1. All changes in school district boundaries are made by the town boards of supervisors, (or by an order of the state superintendent in case of an appeal from the action of the supervisors).

2. There is no legal restriction to the size of the district. The town board (or boards) may unite any number of districts into one district and make other alterations in the district boundaries.

3. Any person considering himself aggrieved by any action of the town board (or boards) may within thirty days of such action appeal to the state superintendent.

4. In case the changes in district boundaries affect a joint district (a district composed of territory lying in two or more towns), the town boards of all the towns affected must meet and a majority of each and every town board must vote in favor of the change in order to carry the proposition.

Note: The word "town" includes villages and cities and the word "supervisors" includes "village board of trustees" and "city council."

From the above it is seen that the people do not necessarily vote upon a proposition to consolidate districts. There is no harm done, however, if a district should adopt resolutions concerning consolidation, and very often such an act would influence the town board who, as a rule, take whatever action the people want.

There are two methods of starting the movement.

## THE FIRST METHOD.

The town board may change district boundaries upon their own motion. This they may do at any of their meetings. Note the following extract from the statute:



"Section 418. Whenever the town board shall contemplate an alteration of a district they shall give at least five days' notice in writing to the clerk of the district or districts to be affected thereby, stating in such notice when and where they will be present to decide upon such proposed alteration; and such clerk or clerks shall immediately notify the other members of the board. No territory shall be detached from one district unless by the same order it be attached to another; and a district may be dissolved by attaching all its territory to other districts."

Under this method there must be at least two meetings of the town board to effect the change; at the first they decide to take the matter up and fix a day for the hearing; make out and sign the notices to the clerks and direct some one to serve these notices, make due return of service and file said return in the town clerk's office; at the second they have the hearing, where any one is privileged to express himself as in favor of or opposed to the proposition, after which they may take final action.

The law continues:

"Sec. 413. The town board shall make a written order describing the territory affected by the alteration, union or formation of districts and file the same, within twenty days, with the town clerk, and when districts are to be united or a new district formed, deliver to a taxable inhabitant of the new district their notice in writing describing its boundaries and appointing a time and place for the first district meeting, and therein direct such inhabitant to notify all of the qualified voters of the district, either personally or by leaving a written notice at his place of residence, of the time and place of such meeting at least five days before the time appointed therefor; and said inhabitant shall notify the voters of such district accordingly, and indorse thereon a return containing the names of all persons thus notified and said notice and return shall be recorded as a part of the record of the first meeting in such district. Provided that an unintentional omission to so notify not to exceed one-sixth of said voters shall not invalidate said notice."

The electors of a district assembled at this first meeting are privileged to transact without any special notice any and all business that may be transacted at any regular, annual meeting, and to adjourn from time to time until all business is completed.

#### THE SECOND METHOD.

By this method the people themselves take the initiative. Petitions asking for the consolidation of certain districts are prepared and circulated, a separate petition being prepared for each district. The following form may be used for such petition.

To ..... Chairman of  
the Town of ..... County of.....  
State of Wisconsin.

Dear Sir: We, the undersigned legal voters, men and women, of  
school district No.....(Joint) of the Town (or towns) of  
..... County of.....  
do most earnestly and respectfully petition you to call a meeting of  
the Board (or Boards) of Supervisors of the town (or towns) of  
..... County of.....  
for the purpose of considering the question of altering the boundaries  
of school district No..... and school district No..... of the  
town (or towns) of.....and forming the  
territory now comprised in said districts into one consolidated or  
enlarged district for all school purposes.

We further certify that the persons whose names are hereto at-  
tached constitute one-third or more of the legal voters of school dis-  
trict No....., town of.....

Praying that you will grant our petition and at an early day cause  
the notices required by law to be lawfully served upon all super-  
visors and clerks of school districts entitled thereto, we remain,

Yours respectfully,

Signed.....  
.....  
.....

At least one-third of the voters (men and women) of each  
district must sign the petitions, after which they are filed with  
the town chairman. Women who are twenty-one years of age  
or over are voters, provided they are otherwise qualified, and  
should be included when the number of voters is considered.

When the chairman receives these petitions he sets a day on  
which a hearing will be held. He notifies in writing the other  
members of the town board and also every district clerk  
whose territory is affected by the proposed consolidation. At  
least five days' notice must be given and the person or persons  
serving the notice must make due return that the notices have  
been duly and properly served and said return must be filed  
in the office of the town clerk. Notice by *mail* is not sufficient.  
If the territory is large two or more persons may be desig-  
nated to give service of notice and the person or persons so  
directed may receive appointment and direction by mail.

This hearing is similar in every respect to the one mentioned  
under the first method. After the hearing the board may  
change the district boundaries and make an order designating  
what territory shall constitute the consolidated district.

#### STATUS OF THE CONSOLIDATED DISTRICT.

When two or more districts, are joined, this large district is  
similar in every respect to any other school district. The peo-

ple will all meet at one place whenever a school meeting is held, and they have the same powers that the people in any other school district have. The affairs of the consolidated district are administered by one board. All the property belonging to the several districts will become the property of the consolidated district.

In effecting a consolidation it is suggested that the number of one of the old districts be retained. In this way no complication can arise regarding the consolidated district receiving the state money the following year.

#### SPECIAL STATE AID FOR TRANSPORTATION IN A CONSOLIDATED DISTRICT.

If two or more districts be consolidated and the consolidated district furnish transportation to the children living more than two miles from school, the state may be called upon to pay ten cents per day for each child transported more than two miles. (Section 419e, School Code.)

Children living inside the two mile limit *may* also be transported but no state aid can be obtained for their transportation.

This special state aid (ten cents per day) is *given to consolidated districts only*. To other districts the amount is five cents per day. (Section 430—4, School Code.)

#### SUGGESTIONS AS TO PROCEDURE IN A CASE OF CONSOLIDATION.

If consolidation in a certain community is thought to be feasible the matter should be studied carefully. The following method of procedure is suggested:

1. Make a map of the territory proposed to be consolidated. On this map indicate the roads, schoolhouses and the homes. With each home indicate the number of children attending school or likely to attend.

2. Plan the transportation routes. As a rule the home that is visited first by the transportation vehicle should not be more than five miles from the school. One vehicle properly arranged will do for from 20 to 25 pupils. With these facts in mind it will be possible to determine how many vehicles will be

necessary. It is usually understood that the children who live a short distance from the school shall walk.

3. Determine the number of children that have to be transported *more than two miles*... The state will pay the district ten cents per day each day for each child transported. In this way it is possible to determine the amount the state will pay to aid the district in the matter of transportation.

4. Find out how many children will attend the consolidated school. Having determined this, next determine the number of teachers necessary. Ascertain if there is any special state aid for a state graded school coming to the district. If a two room state graded school is organized the state will pay \$200 special aid. A three room school will receive \$300.

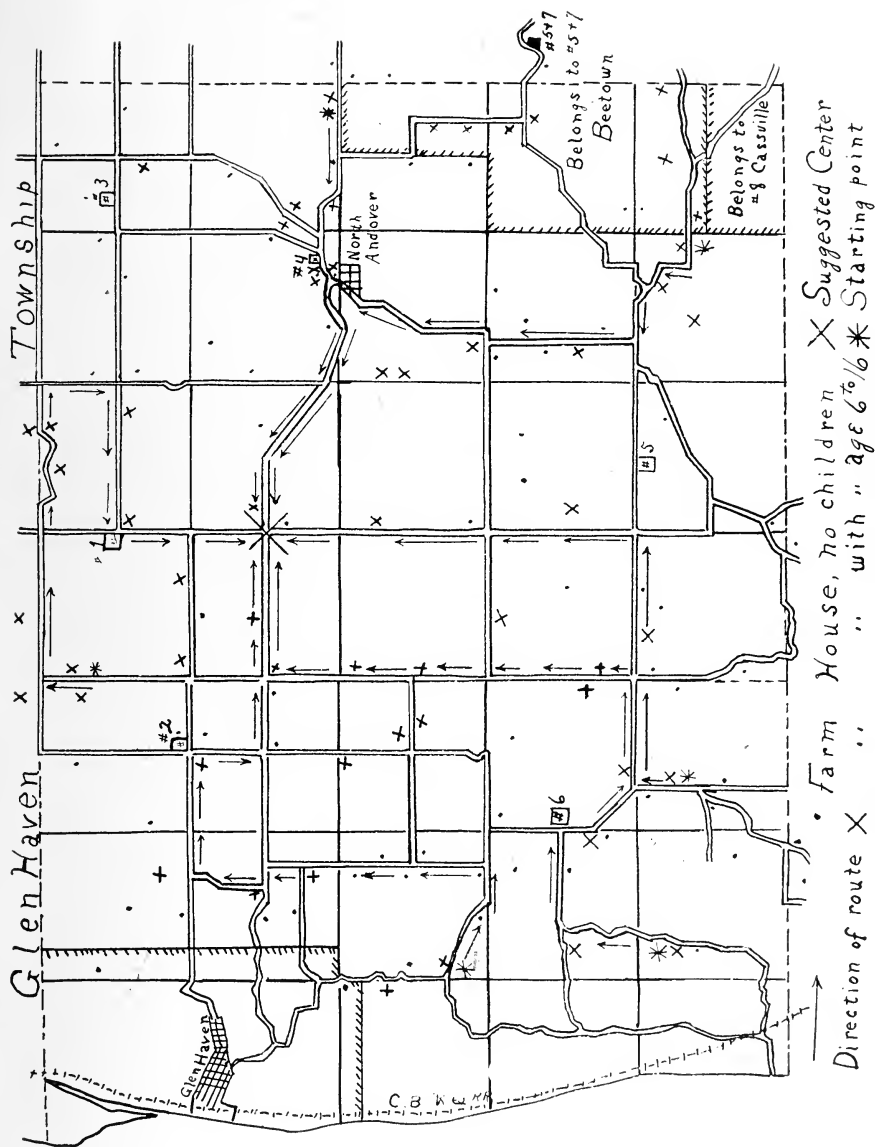
5. Ascertain the assessed valuation of the consolidated district.

6. Find out the amount of money the present districts are raising by local tax. When these facts have been obtained it is possible to estimate what the school district will need to raise after the consolidation has been inaugurated. The principal items of expenditure will be transportation and teachers' wages. Having determined what the district will receive in the form of special state aids, it will be possible to ascertain whether the new plan will result in a greater or less expenditure of money.

The following diagram will illustrate how to proceed regarding plans for transportation routes. This sketch has been prepared by Supt. J. C. Brockert of Grant county and shows the possibility of consolidating the schools in the town mentioned. (see p. 80).

A regular schedule should be made so that the parents may know when to have their children ready. Where the system has been worked out the transportation wagon comes around every morning regularly.

In many cases it is impossible for the wagon to call at every home. Arrangements are made whereby the children meet the bus at a certain place at a specified time. In very bad weather the parents should help their children just as they would do when they have to take them to school themselves. When the weather is bad, parents usually can afford to take the time to do this.



## ADDITIONAL SUGGESTIONS REGARDING TRANSPORTATION.

The school board should take all steps necessary to secure a safe and efficient transportation service wherever the system is adopted. Whenever dissatisfaction arises it is usually due to carelessness on the part of someone connected with this work. The drivers should be of good moral character, trustworthy, and regular in their habits. Written contracts should be made specifying the routes and the time the children are to be delivered at the school building. The driver should have full control of the children while they are with him and report cases of disobedience and bad conduct. With the proper kind of driver the parents can feel assured that their children are in safe hands on the way to and from school.

It is recommended that the district own the bus and the driver furnish the team. The reason for this is obvious. The wagon thus becomes part of the school equipment.

The following is a description of the transportation route at Hazel Green (See pp. 12-13.)

The driver starts from his home and travels east three-eighths of a mile where he picks up nine children who meet at what is called the "turn round" place. He returns over this piece of road and travels west from the original corner five-eighths of a mile, where there is a home with one child. Turning east again he picks up four children three-eighths of a mile from the second stopping place. He proceeds the remaining one-fourth mile to the original corner and then drives directly south one and one-fourth miles to Hazel Green.

The following is the schedule used by the driver:

Stop No.	Morning Distance.	Trip. No. children.	Time.
Start	0	0	7:50 A. M.
1	$\frac{3}{8}$	9	8:00 A. M.
2	$1\frac{3}{8}$ mi.	1	8:20 A. M.
3	$1\frac{3}{4}$ mi.	4	8:30 A. M.
4 (H. G. School)	$3\frac{1}{4}$ mi.		8:50 A. M.

The driver lives  $1\frac{1}{2}$  miles from the Hazel Green school, hence has a home drive of  $1\frac{1}{2}$  miles. He has a total distance of  $4\frac{3}{4}$  miles. It will be seen in this case that the children are on the road 50 minutes.

## CLOSING SCHOOL TEMPORARILY.

(496q—496t, School Code.)

Under section 496q of the statutes it is possible for a school district to close its school temporarily and authorize its board to make arrangements with neighboring districts for the schooling of the children. This temporary closing of the school is *not* the consolidation of the districts. It is mentioned here, however, as it may be practicable and advisable under certain conditions where consolidation itself cannot be carried out. The electors may vote at any annual or special school meeting to close its school. If this action is taken, provision must be made for the payment of the tuition of the children in other schools. Transportation must also be furnished unless the children should be living so close to other schools that it would be unnecessary. If a district makes proper provisions for transportation and the payment of tuition to a public school it will receive from the state special aid in the sum of \$150.00.

It is possible under the law to make contracts with several persons for transporting pupils. It is also possible to enter into agreement with the parents themselves to transport their own children. No special state aid can be obtained under this Act unless the children of the district are sent to the following schools:

- (a) First. The grades below the high school.
- (b) Second. A state graded school.
- (c) Third. A first class rural school.

A district cannot receive the special state aid if its children are sent to another district that maintains only a *second* class rural school.

In case a district takes advantage of this Act a special report must be made to the state superintendent on or before the first day of August. Blanks for this report will be furnished on application to the state superintendent.

By taking advantage of this act the district does not lose its organization. It still remains a distinct municipality and receives its state and county money just the same as it would if it were maintaining its own school; annual meetings will be held; taxes will be voted, officers elected and the school affairs will be administered by the board.

## CHAPTER VII. HIGH SCHOOL EDUCATION FOR COUNTRY COMMUNITIES.

It has been pointed out in various parts of this bulletin that one of the principal advantages of consolidation is that it makes it possible to secure a school of higher rank for our country children. In some localities, however, it has also been shown that consolidation on a large scale is impracticable and that the one-room school must necessarily continue. In other localities the extent to which consolidation can be applied is the union of two or three districts, thereby securing to the community a graded school with probably nine or ten grades. In such communities, however, it may be possible to give to the country children the advantages of a high school education without consolidation. Such communities may therefore be interested in the organization of what is known in Wisconsin as the town high school and the union high school.

### THE TOWN HIGH SCHOOL.

The town high school is a high school established and maintained by a town. Of these Wisconsin had during the school year 1911-12 thirty-eight in operation. The proposition of establishing a town high school is voted upon by the people of the town at any annual or special meeting. The town board draws up a resolution providing for the establishment of a high school and a ten days' notice of the election as given. At this election the people vote by ballots on which are written or printed: "For the town high school" and "Against the town high school."

If the majority of the voters voting on this subject are in favor of the proposition the high school is established.

### THE UNION HIGH SCHOOL.

In many localities it is impracticable for the town to establish a high school, even if it is financially able to do so, because of physical features, location of villages, etc. In order to remedy this matter a law was passed in 1909 providing for the organization of the union high schools. Under this law any



territory containing at least 36 square miles and bounded by town lines, section lines, half section lines, school district boundary lines or natural boundary lines, such as lakes, streams, etc., may be organized into a high school district. Such territory may include portions of several towns. Under the provision of an amendment made in 1911, any town may organize a high school under this union high school law.

It will be seen therefore, that wherever a community is sufficiently well settled to make the establishment of a high school financially feasible it is possible to give to the country children the advantages of the high school near the home.

#### STATE AID GIVEN TO TOWN AND UNION HIGH SCHOOLS.

The state is more liberal towards these schools than the ordinary district high schools. Wherever a school is established as a town or a union free high school the state gives a special aid equivalent to one-half of the amount paid to the teachers in such schools providing that not more than \$900 shall be given to schools employing two teachers, \$1,200 to schools employing three teachers and \$1,500 to schools employing four or more teachers.

#### GENERAL SUGGESTIONS.

1. The State Superintendent has made a general recommendation that no high school be organized unless the district establishing such high school shall have an assessed valuation of at least \$400,000. As a rule in the older portions of the state it is impossible to lay out a territory with an area of 36 square miles that has not at least this amount of assessed valuation. In many portions of the state 36 sections of good farm land has an assessed valuation varying from \$1,000,000 to \$2,000,000. The first fact to ascertain, therefore, in the establishment of a high school of this kind is the assessed valuation of the district.

2. The work to be done in these schools, the courses of study and the general administration does not need to differ materially from that of the ordinary district high school. Any high school that is located in a rural community should make the development of that community one of its principal functions. Whatever has been said regarding the work that should

be done in a high school that results from consolidation applies equally well to the high schools that are established under this law.

3. In order to establish any high school in the state there must be residing in the high school district at least 25 persons of school age qualified to take up the high school work. This does not mean that 25 pupils must be enrolled. It will be necessary, however, that the department be sent a list of all the persons that are eligible. A person having a common school diploma has the privilege of attending the high school.

4. The cost of the buildings necessary to accommodate the children attending such schools varies from \$8,000.00 to \$15,000.00, depending upon the locality and the character of the building desired. Under the law it is possible for the high school district and the local district to erect a building jointly, each district bearing its proportionate share of the cost.

5. If the high school enrollment does not exceed 50 it is possible for two teachers to do the work, provided that only one general course is administered. If special work is introduced, or if the enrollment exceeds 50 it is necessary to add a third teacher. The cost to this large district of maintaining a high school is usually small and it offers to the young people of the country the advantage of securing a higher education with the home advantages.

6. Further information regarding the establishment of the town and the union free high schools may be obtained from the high school manual issued by the State Superintendent.

## APPENDICES

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### A. SCHOOLS IN WISCONSIN HAVING A SMALL ATTENDANCE

One of the reasons given for consolidation is that many of the schools in the state have a very small attendance. In order that the people may know to what extent this condition exists in our state the committee has prepared the table given on the next page.

It will be seen from this table that many of the schools with a small attendance are found in the sparsely settled sections of the state. In many of these localities there are no possibilities of consolidation, at least at the present time. It is often a question of having a small school or no school at all. A glance at the table, however, shows us that many of the small schools are located in the older sections of the state. Here is where consolidation could be effected to great advantage. In many cases, it is true, the surface of the country does not permit consolidation on an extensive scale, but there are places, even in a hilly country, where two or three schools can be combined.

The disadvantages of a small school have been pointed out in other parts of this bulletin. There is a difficulty in securing properly prepared teachers even if adequate salaries are paid. When there are but a few pupils in attendance, there are but few families directly interested in the school. It is difficult to prepare special school programs and thus bring about the use of the schoolhouse as a community social and civic center. The children lose interest in school and this results in irregular attendance and poor work. The older children frequently leave school before finishing the course.

## THE DISTRIBUTION OF SMALL SCHOOLS IN WISCONSIN.

(School year 1910-1911)

County.	Number of one room schools in the county.	Number of schools closed and children attending in other districts.	Number of one room schools with an average daily attendance of										Average not reported but school small.	Total—Twelve or fewer.
			Five or fewer.	Six.	Seven.	Eight.	Nine.	Ten.	Eleven.	Twelve.				
Adams .....	85	3	3	2	5	4	5	7	6	3				38
Ashland .....	40													
Barron .....	124	0	3	2	0	3	2	1	6	0	0	0	0	17
Bayfield .....	59	1	3	7	4	3	3	1	3	4	0	0	0	29
Brown .....	78	1	3	1	0	0	0	2	1	0	0	0	0	8
Buffalo .....	79	0	0	0	2	0	0	3	3	0	0	0	0	8
Burnett .....	75		0	1	4	6	4	9	5	1				30
Calumet .....	61	0	0	1	2	2	3	2	6	3	0	0	0	19
Chippewa .....	126		6	1	3	4	3	4	3	7				31
Clark .....	133	0	0	2	2	4	2	2	5	2	0	0	0	19
Columbia .....	127	2	1	2	6	2	3	8	4	3	1	0	0	32
Crawford .....	84	0	3	2	6	6	6	8	3	6	1	0	0	41
Dane .....	210	1	11	3	6	5	7	8	6	4	0	0	0	51
Dodge .....	182	3	10	2	6	7	6	14	8	11	0	0	0	67
Door .....	64	0	0	0	0	0	0	1	1	0	0	0	0	2
Douglas .....	70	0	9	8	3	1	8	2	6	2	0	0	0	39
Dunn .....	116	0	1	2	2	2	3	1	2	2	0	0	0	15
Eau Claire .....	71	0	3	0	0	3	0	2	2	2	0	0	0	12
Florence .....	14	0	0	1	2	0	0	0	0	0	0	0	0	3
Fond du Lac .....	158	2	10	2	5	7	7	5	10	8	0	0	0	56
Forest .....	19													
Grant .....	202	4	8	1	8	15	11	9	17	17	0	0	0	90
Green .....	120		2	5	3	1	5	3	8					27
Green Lake .....	65	2	3	0	2	3	6	3	6	4	0	0	0	29
Iowa .....	118	3	8	2	6	5	6	4	11	4	0	0	0	49
Iron .....	22													7
Jackson .....	97	0	7	3	3	1	3	3	2	5	0	0	0	27
Jefferson .....	108	1	5	4	0	2	6	5	7	2	0	0	0	32
Juneau .....	98	1	9	2	0	3	5	3	6	1	0	0	0	30
Kenosha .....	54	0	1	0	1	0	0	1	0	0	0	0	0	3
Kewaunee .....	52	0	0	0	0	0	0	0	0	0	0	0	0	0
La Crosse .....	65	0	2	1	0	2	1	4	3	0	0	0	0	13
Lafayette .....	106	2	4	5	7	3	7	8	5	7	0	0	0	48
Langlade .....	73	0	9	4	5	2	2	1	1	0	1	0	0	25
Lincoln .....	72	0	7	1	2	2	2	3	1	3	0	0	0	21
Manitowoc .....	90	0	1	0	0	0	2	0	0	0	0	0	0	3
Marathon .....	186	0	2	0	2	3	1	3	7	1	0	0	0	19
Marquette .....	82	1	5	0	0	1	1	1	4	0	0	0	0	13
Marquette .....	54	0	2	0	0	1	2	0	4	2	0	0	0	11
Milwaukee .....	48	0	0	0	1	0	0	0	1	1	0	0	0	3
Monroe .....	137	0	2	3	2	1	7	5	5	4	1	0	0	39
Oconto .....	77	0	1	3	1	1	0	0	0	0	5	0	0	11
Oneida .....	53													
Outagamie .....	114		1	1	6	0	5	6	1	2				22
Ozaukee .....	51		0	0	1	1	4	2	3	2				13
Pepin .....	36	0	0	0	1	0	0	0	2	0	0	0	0	3
Pierce .....	103	1	1	0	0	1	4	4	3	0	0	0	0	14
Polk .....	105	0	2	0	1	2	2	2	3	1	0	0	0	13
Portage .....	105	0	0	2	0	0	1	4	7	6	0	0	0	20
Price .....	80	0	10	2	4	4	5	2	4	0	2	0	0	33
Racine .....	76		3	0	0	2	3	5	3	2				18
Richland .....	105		0	2	3	3	3	5	6	3	0	0	0	25
Rock .....	144	1	7	5	3	11	10	7	9	7	0	0	0	60
Rusk .....	68	0	8	3	3	3	1	2	4	3	0	0	0	27
St. Croix .....	112	3	4	1	1	0	4	5	3	1	1	0	0	23
Sauk .....	133	0	4	4	2	6	9	11	12	6	0	0	0	54

THE DISTRIBUTION OF SMALL SCHOOLS IN WISCONSIN.

(School year 1910-1911)

County.	Number of one room schools in the county.	Number of schools closed and children attending in other districts.	Number of one room schools with an average daily attendance of									
			Five or fewer.	Six.	Seven.	Eight.	Nine.	Ten.	Eleven.	Twelve.	Average not re-ported but school small.	Total—Twelve or fewer.
Sawyer .....	89	2	1	0	2	1	2	0	3	3	0	14
Shawano .....	93	0	0	0	1	0	1	0	3	2	0	7
Sheboygan .....	89	0	0	0	1	0	1	0	3	2	0	7
Taylor .....	83	3	5	4	0	4	5	1	2	0	0	24
Trempealeau .....	96	0	4	0	0	1	1	2	0	1	0	9
Vernon .....	140	0	2	1	2	3	2	2	3	0	0	15
Vilas .....	22	0	0	0	0	0	0	0	0	0	11	11
Walworth .....	91	2	4	4	7	10	5	7	0	3	0	42
Washburn .....	65	0	9	2	8	2	8	5	3	1	0	38
Washington .....	50	0	3	2	3	2	6	6	0	1	0	23
Waukesha .....	119	0	0	1	2	5	2	0	2	3	0	15
Waupaca .....	122	2	0	0	0	0	2	3	9	3	0	19
Waushara .....	86	0	2	2	0	3	1	5	3	4	0	20
Winnebago .....	90	1	1	0	1	3	1	3	3	1	0	14
Wood .....	93	0	5	2	4	4	2	4	0	1	0	22
Total ...	3,494	42	220	111	156	176	213	229	259	165	30	1,606



FIGURE 24.—THE TEACHER AND HER LONE PUPIL IN ONE OF WISCONSIN'S SMALL SCHOOLS.

This school has been maintained at a cost of \$235 per year with an average daily attendance of two for the past ten years.

## B. RECOMMENDATIONS OF THE COMMITTEE OF FIFTEEN REGARDING CONSOLIDATION OF SCHOOLS AND TRANSPORTATION OF PUPILS

The suggestions given in Chapter VI of this bulletin are based upon the present statutes. The committee recognizes, however, that the present law could be greatly improved so that consolidation might be effected more easily. After a discussion on this subject at one of its meetings the committee adopted the following recommendations:

(a) The present law relative to the changing of district boundaries should be simplified. We believe it would be a better plan to have a County Board of Education, which would have matters of this kind in charge. Such a Board would be a more permanent body, and could decide upon these changes from a broader viewpoint than is possible under the present arrangement. The result of this change would be that it would be possible then to do some definite constructive work in building up school centers.

(b) The existing law, providing for the transportation of pupils, should be changed. At present, the law does not compel the establishment of transportation routes in case consolidation is effected. The law should be so framed that the people would be guaranteed a safe system of transportation in case several districts are united.

(c) The State should provide in some way for a fund to be used for transportation purposes. At present, special State aid for transportation is taken out of the apportionment to the common schools. The transportation of school children is an important phase of rural-school education, and the State should recognize its importance by providing special funds for the purpose.

(d) In some cases, where the attendance falls below a certain point, and where it is possible to make provision for the children to attend neighboring schools, consolidation should be made compulsory. Provision for arranging the details in such cases could be put into the hands of the County Board of Education.

(e) Instead of offering special State aid, depending upon the number of children transported, there ought to be made a provision for the payment of a definite sum to the consolidated district, such sum to be determined somewhat by the size of the district, or of the school.

# A REFERENCE LIST OF BOOKS, PAMPHLETS, AND BULLETINS, DEALING WITH THE SUBJECT OF CONSOLIDATION.

## U. S. GOVERNMENT PUBLICATION.

Consolidated Rural Schools and Organization of a County System. By George W. Knorr. Bulletin 232, office of Experiment Station, Department of Agriculture.

A new bulletin is at present in process of preparation by the United States Bureau of Education.

## OTHER BOOKS AND PUBLICATIONS.

A study of Fifteen Consolidated Rural Schools their Organization, Cost Efficiency and Varied Interests. By George W. Knorr. Published by the Southern Education Board, Washington, D. C., 1911.

Our Country Schools, by Supt. O. J. Kern, Rockford, Ill. See pp. 240-251. This book is on the Township Library List and is found in many of our school libraries.

The American Rural School, by Prof. H. W. Foght. Consolidation is discussed in the last chapter, pp. 302-333. This book is on the Township Library list.

Country Life and the Country School, by Mabel Carney. See pp. 149-187. Published by Row, Peterson & Co., Chicago.

Farmers' Institute Bulletin, 1903, pp. 95-108. Address given by Supt. C. P. Cary at Farmers' Institute at Marshfield. A copy of this bulletin is usually found in the district school library.

Report of the Committee of Twelve on Rural Schools, 1897; pp. 46-55; 137-138.

Proceedings of N. E. A. for the following years: 1901, pp. 804-811; 1902, pp. 224-231 and 793-798; 1903, pp. 916-936; 1904, pp. 313-316; 1906, pp. 337-338; 1907, pp. 277-279; 1908, 420-431 and 1054-1060; 1910, pp. 276-277.

## STATE PUBLICATIONS.

The following states have published bulletins or reports dealing with the subject of consolidation:

Colorado—The Consolidation of Rural Schools. Bulletin issued by the State Teachers' College, Greeley, Colorado. 1911.

Connecticut—Report of the Board of Education 1910-1911, pages 170-171, 272-275. Hartford, Connecticut.

Illinois—Consolidation of Country Schools, 2nd Edition, 1904. Bulletin issued by the University of Illinois, Urbana, Illinois.

Annual reports for Winnebago County Schools, Supt. O. J. Kern, Rockford, Illinois.

Indiana—Report of the Superintendent of Public Instruction, 1908, pp. 335-414.

Iowa—Rural Schools. 1905. Issued by the Superintendent of Public Instruction, Des Moines, Iowa.

Kansas—Consolidation of Rural Schools, 1908, issued by the Superintendent of Public Instruction, Topeka, Kansas.

Massachusetts—Consolidation of Schools and the Conveyance of Children. Bulletin prepared by G. T. Fletcher, Agent of the Massachusetts Board of Education.

Michigan—Consolidation of School Districts in Michigan. 1906. Issued by the State Superintendent of Public Instruction, Lansing, Michigan.

Minnesota—Consolidation of School Districts and Transportation of Pupils. Bulletin No. 22, issued by the Department of Public Instruction, St. Paul, Minnesota.

Missouri—Rural School Consolidation. 1911. A Bulletin issued by the University of Missouri, Columbia, Missouri.

Nebraska—Consolidation of Rural Schools. 1910. Issued by the Department of Public Instruction. Lincoln, Nebraska.

North Dakota—State Aid to Consolidated and Rural Schools. 1911. Issued by the Department of Education. Bismark, North Dakota.

Consolidation of Rural Schools in North Dakota, by Prof. C. C. Schmidt. Reprint from the Quarterly Journal of the University of North Dakota, July, 1912.

North Carolina—Consolidation of Schools and Public Transportation of Pupils. 1911. Issued by Superintendent of Public Instruction, Raleigh, North Carolina.

Ohio—Centralized Schools in Ohio, by A. B. Graham. An extension Bulletin published by the Agricultural College, Columbus, Ohio. February, 1907.

Oklahoma—Rural School Consolidation. 1911. Issued by the State Board of Education, Oklahoma City.

South Dakota—Consolidation of Schools in South Dakota. 1908. Issued by the Department of Public Instruction, Pierre, S. Dakota.

Tennessee—Consolidation of Schools and Transportation of Pupils. 1912. Issued by the Department of Education, Nashville. Tennessee.

Texas—Consolidation of Rural Schools, School Buildings and Plans, and Local Taxation. 1912. Bulletin issued by the State Department of Education, Austin, Texas.

Washington—Consolidation of Rural Schools and Transportation of Pupils. 1911. Bulletin Issued by Superintendent of Public Instruction, Olympia, Washington.

West Virginia—Some Objections to Consolidation Answered. 1911. Prepared by L. J. Hanifan, School Commissioner and published by the Department of Public Instruction, Charleston, West Va.

Wisconsin—Annual report and School Directory for Grant county, Issued by Superintendent J. C. Brockert, Lancaster, Wisconsin.

Wisconsin Country Life Conference, February, 1912, pages 44 to 68. Address delivered by Supt. J. C. Brockert, Lancaster. Bulletin issued by the University of Wisconsin.



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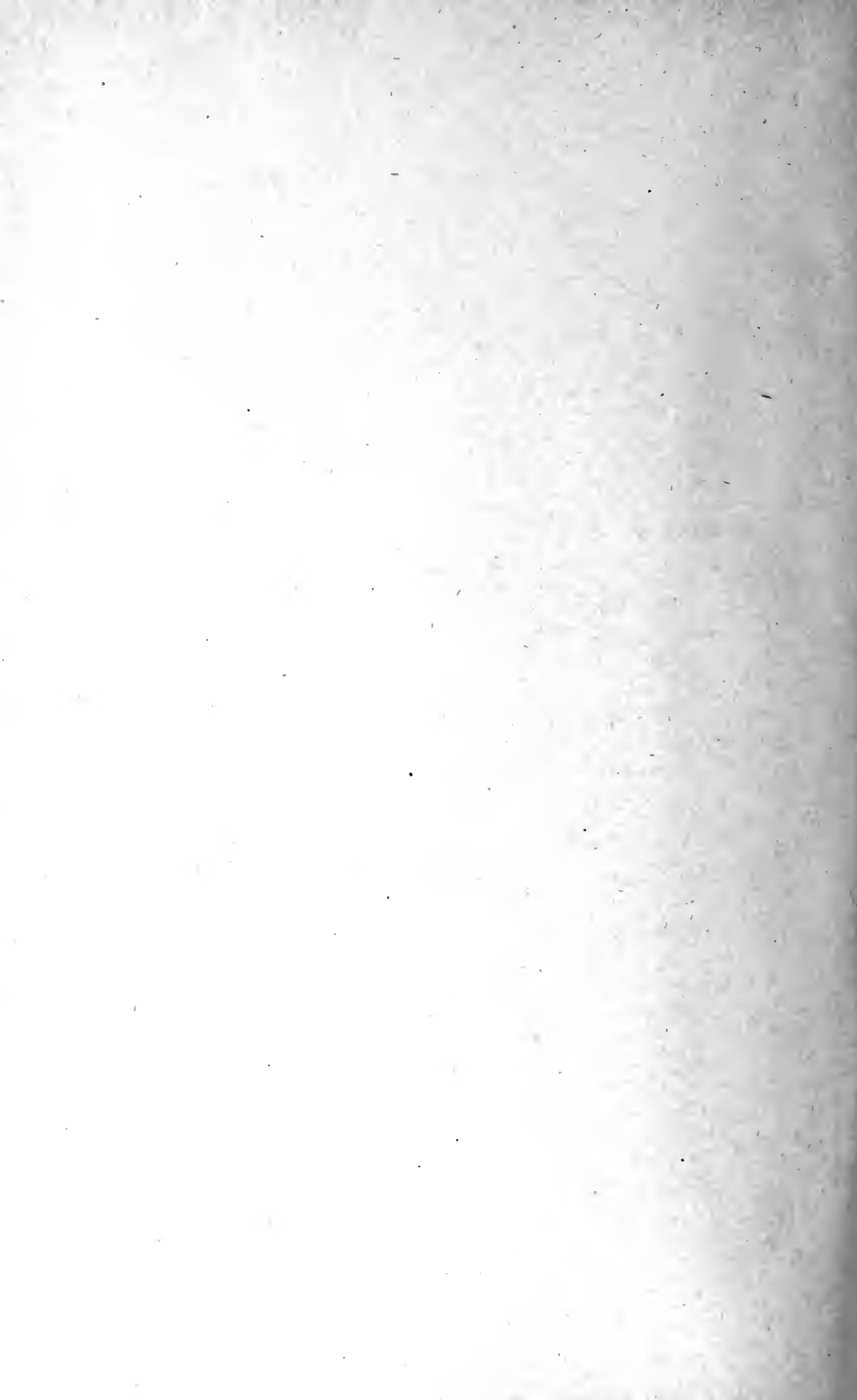
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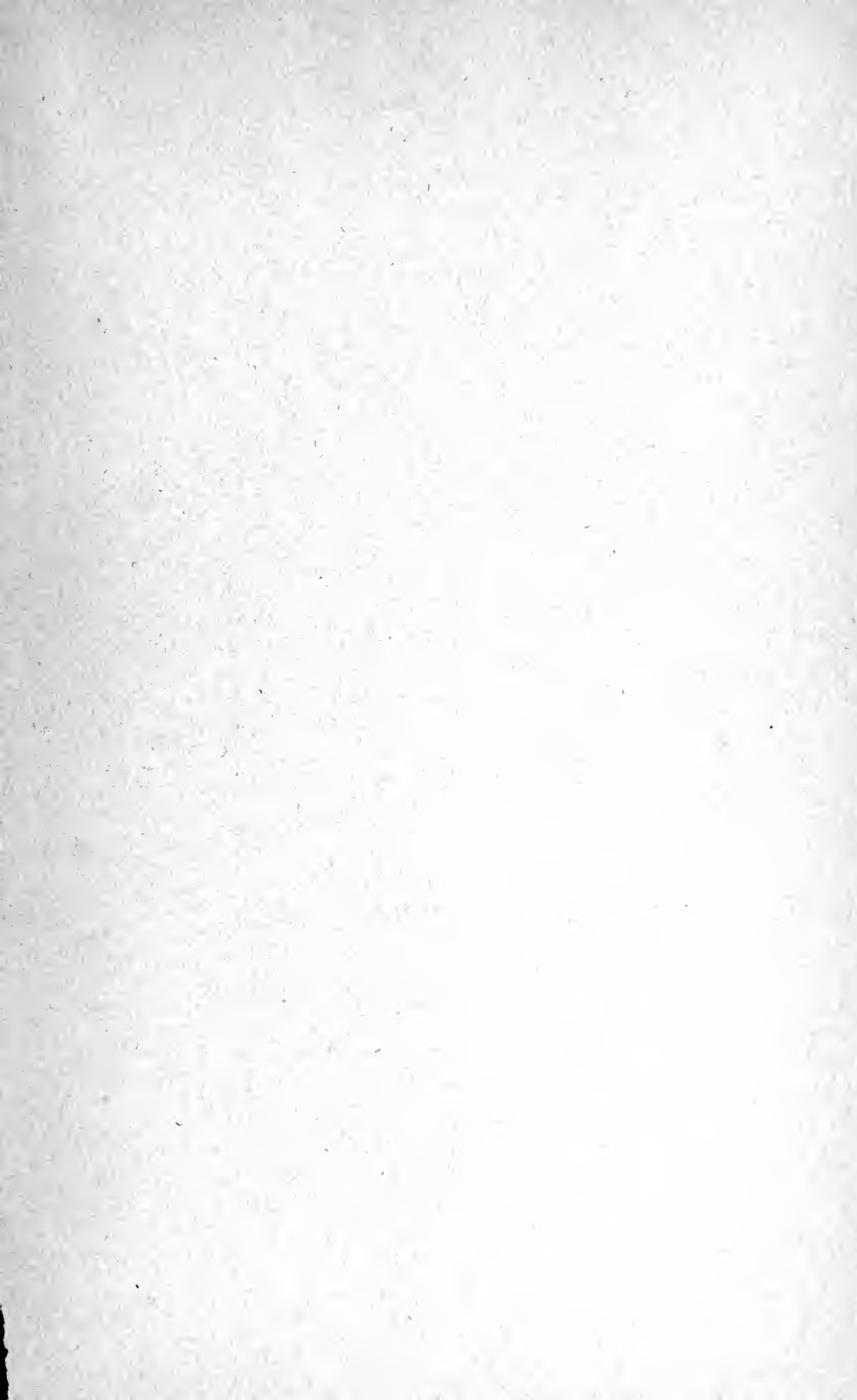
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